Ont. Committee on the Costs of Education

Briefs

The following comments are for the consideration of the Committee on the Costs of Education:

1. Since there is a need to individualize instruction, to diagnose the needs of the child on an individual basis and to provide for him a personalized prescription of learning experiences, we must attempt to keep our teacher-pupil ratio as low as possible. We also realize that specialized attention is required by children with learning difficulties if they are to be retained in or returned to regular classroom or learning areas as soon as possible. Class size must be kept small.

2. The present grant structure favouring the secondary panel should be seriously re-examined.

3. A weighting factor to encourage hiring degree qualified teachers is desirable.

4. By enforcing a ceiling of expenditures upon local boards of Education the Department of Education is, it would seem, denying the right of the community to spend its resources in areas determined by its own evaluation. By denying local taxpayers the right to determine for themselves the quality of education for which they are prepared to pay, the local board becomes primarily custodial and at best an administrative device.

5. Although we believe the school plant should be well used by the public, we do not feel that additional operational costs incurred by such use should appear against the educational budget. All agencies using the schools should help in the funding.

Respectfully submitted,

Mary Johnston

(Miss) Mary A. Johnston

Gale Kay

(Miss) Gale Kay

Costs of Education,
Ad Hoc Committee
Waterloo County Women Teachers'
Association of F.W.T.A.O.

Submission from

METROPOLITAN ELEMENTARY TEACHERS'

COMMITTEE OF PRESIDENTS

to

THE COMMITTEE ON THE COSTS OF EDUCATION

March 31st, 1972

We represent 12,000 elementary teachers employed by the various Boards of Education in Metropolitan Toronto. As representatives of such a large body of educators, we must share with the Committee, the concerns felt by our Metropolitan teachers. Our statement and recommendations we trust will assist the Committee in the difficult tasks ahead.

The excellence of the educational system offered in Metropolitan Toronto has been recognized not only by teachers but also by parents seeking the optimum educational milieu for their youngsters. Especially in the case of children with special learning needs, parents have deliberately chosen to uproot families and in some cases to dislocate careers in order to make available to their children the full range of services of the various school boards operating under the financial umbrella of Metropolitan Toronto. The deaf child, the blind child, the orthopaedically handicapped child can experience a natural school environment in Metropolitan Toronto. The child with perceptual handicaps, the child who learns at a slower or a faster pace, the child with emotional disturbances which inhibit his learning can each find a place in our school systems.

In Ontario, Toronto is the educational hub. As the city in Canada unparallelled in attractiveness for those seeking an English-language environment for their children, the special services have been compounded in the past quarter of a century by thousands of youngsters for whom English is not the first language. This multi-lingual population has entered the school not only in the persons of the children, but also in the form of multi-cultural expectations and values recognized by community, parents and teachers alike. The contribution of these and other groups has resulted in the introduction of subjects going far beyond the fundamental skills. These new ethnic and cultural courses add to Toronto's cosmopolitan atmosphere. In this fastest growing of all of Canada's cities, great concern is being expressed for the very quality of life, ecology, conservation and outdoor education. As the concerns of the community grow, so the school must grow, translating these concerns into subjects and programmes.

The Metropolitan Toronto teacher is the person responsible for carrying out these programmes. This knowledgeable and capable person has special problems living and working in Ontario's largest and most complex city. For years Metro has prided itself on hiring only the best of the Teachers' College students, the best of the experienced teachers from Ontario, other provinces and, indeed, from foreign countries. The recent introduction of merit pay in some Boroughs only accentuates the demand for excellence. The

spotlight is always on Metropolitan Toronto. Publicity given the Metro schools by news media intensifies the pressure on teachers. The continual barrage of erroneous reporting and adverse editorial comment has had a demoralizing effect on staffs.

We believe the government-imposed ceilings have affected and will affect educational systems within Metropolitan Toronto more than any others in the province. These ceilings will impede the teacher-child relationship, the most vital communication link in education. To prevent this deterioration is our chief concern. It is imperative that each school board be granted some degree of local autonomy in Metropolitan Toronto. Since each area has unique needs varying in response to local circumstances, it is the duty of our elected trustees to provide for such specific needs. We contend, therefore, that each board of trustees must be allowed the option to raise funds in addition to that amount allowed by the Ontario Government.

UNIQUENESS OF THE SCHOOL SYSTEMS WITHIN METROPOLITAN TORONTO

The ways in which the Metropolitan Area is unique within Ontario must be considered when allocating monies in an equitable method to maintain a high level of education for our young people.

The ancillary services are extensive and consist of psychiatrists, psychologists, social workers, attendance counsellors, etc. Because of increased knowledge, skill and personnel, more and more children are being diagnosed and identified as needing special attention. Reading clinics for diagnosis and remediation of reading difficulties has greatly improved the skills of children with reading problems. There is a great need to keep improving and expanding these services. There are a great number of students who are new Canadians or who have a language other than English as their first language. These pupils require extra teachers, space and materials to integrate them into our educational systems. Integration of some Special Education students into the regular programmes places an increased pressure and responsibility on the classroom teacher. Extra training is required as well as special materials. Counselling services are also increasing. The decrease in corporal punishment may mean an increase in suspensions which result in more parent conferences as well as increased student counselling.

Metropolitan Toronto is one of the few areas which has an increasing number of schools which meet the criteria to qualify as "Inner-City" schools. As such they require small class sizes, extra

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resources, extra personnel and additional space. Smaller class size is a necessity in order that the teacher may attend to "individual differences". In these areas there is a concentration of families with multiple problems. There are many social problems such as broken homes, unemployment, welfare, delinquency, drugs and crime. The school needs every available resource at its disposal to alleviate these problems and to concentrate on educating the child.

Metropolitan Toronto is extremely diverse in the types of programmes that it offers. It is looked upon as a leader in education. The Adult Educational classes offer more variety than any other community in Ontario. In the city of Toronto the Task Force is in operation. This is unique throughout educational centres in Ontario. One also finds summer schools for Elementary and Secondary students as well as summer swimming programmes. Alternatives to the types of educational programmes are evidenced. MAGU, ALPHA, S.E.E.D. and A.I.S.P. are all under examination and experimentation. School programmes for all children in the community are growing and demand a great deal of additional time on the part of the staff.

There are extra costs to be considered that are not always a factor of education spending in a smaller centre. There is a rapid growth of community involvement in the schools. This use of school facilities results in increased maintenance cost. Toronto has the highest cost of living in Ontario and this creates a larger salary budget for all employees. The rapid growth in the Metropolitan area results in increased costs of future planning. Land values are on the rise and construction or expansion of a school site demands a larger budget. Of course, the two-tier school board system of Metro creates an added expense.

EFFECTS OF THE CEILINGS TO DATE

Most schools today have attempted to initiate new programmes and update old ones. They have introduced a more child-centred approach to learning. These changes require more teaching aids, a greater variety of information from many sources, a great increase in the amount of time teachers must spend on lesson preparation, and a reduction in the number of students per class.

The ceilings to date in Metro Toronto are restricting further implementation of such programmes designed to meet the aims and objectives of education in Ontario.

The reduction of consultant staff has directly affected the system. Consultants help new teachers, help set up new programs, bring specialized knowledge to the classrooms, communicate new ideas from classroom to classroom, etc. The resultant loss to the system can not be measured in dollars.

The reduction of paraprofessionals and lay-assistants has placed extra burdens on the classroom teacher leaving less time for the teacher to meet the needs of the individual child.

The reduction of supply teachers resulted in teachers filling in for staff that were absent, cancelling field trips, cut-back on in-service programs, professional conferences, preparation time and individual remedial assistance.

Economies in the maintenance and plant operations' budgets have resulted in the deterioration of the general appearance of the schools and the postponement of necessary repairs. A reduction in the budget for library books and classroom supplies has seriously affected learning resources.

We have indicated only a few of the problems that have occurred and the resulting frustrations of teachers and students. Cutting large amounts of money in order to meet the budget restrictions imposed by the Ministry of Education has meant a visible decline in the quality of education in Metropolitan Toronto.

PROJECTIONS

We have outlined some of the detrimental effects the ceilings have created over the past year. What can be expected for the future?

In 1971 the Metropolitan Board was allowed to exceed the ceilings by two-thirds of the percentage of over-expenditure per pupil in 1970. In 1972 the Metro Board may only exceed the ceilings by one-third of the 1970 over-expenditure. In 1973 the Metropolitan Board must meet the ceilings.

Actually the Metropolitan Board has received more funds, but these funds are proving to be insufficient to meet the increasing costs of salaries, supplies, new unemployment insurance deductions, and other costs. If there is any reduction in educational spending in Metropolitan Toronto from estimated needs whether it be 17.3M, 13.6M or 7.3M, the children of Metropolitan Toronto will suffer.

The budget reductions in instructual salaries alone represent the equivalent of several hundred fewer elementary teaching positions. The increase in the overall Metro elementary pupil-teacher ratio could place anywhere up to five additional pupils in an average class. Teachers could expect less time for preparation, evaluation, remedial assistance and professional development. Chairmanships and a further curtailment of consultant services could be anticipated. The students could experience a reduction in existing programmes, resource teachers, special classes, specialized music instruction, and library resources. The teachers will also miss having resource teachers to help them plan enterprises and produce specialized programmes for the exceptional child. The child will suffer with a reduction in pupil welfare services, supplies, field trip budgets and audio-visual technicians. A great service will be lost if Speech Teachers, Hard of Hearing Teachers, Home Instruction Teachers, etc., are curtailed. The chaos resulting from an inadequate maintenance staff is obvious.

The teachers of Metropolitan Toronto have examined the problems that the ceilings are creating and feel that to accept these restrictions will jeopardize their professional commitment as teachers. The resultant harm to the children cannot be measured in dollars.

Our prime purpose throughout this submission has been to express our concerns regarding the current system of financing education, affecting as it does the quality of education that can be offered. Our major goal is always the welfare of our pupils.

RECOMMENDATIONS

Trustee groups, teacher groups, concerned parents and ratepayers speak of the quality of education, the individual treatment of students and right to an equality of educational opportunity to develop one's potential to the fullest. The deleterious effects of larger classes, of the curtailment in areas of special learning needs, of the shrinkage in the use of specialists at the elementary level (guidance, subject and general consultants, resource teachers) of the reduction in supplies all lead us to join forces in a full campaign to:

1. have the Ministry of Education reassess the educational grant and expenditure re ceilings for the year 1973;

2. have the Ministry of Education attempt to make the weighting factors more sensitive to the needs of

Metropolitan Toronto for the year 1972 with special reference to the areas of special education, density, compensatory education, teachers' qualifications, etc.;

3. have the Ministry of Education make a full public disclosure of all educational costs including;

   - capital building costs
   - equipment
   - ratio and costs of elementary, secondary, community colleges, and university education
   - transportation
   - increase in costs of operating the Ministry of Education

4. have the Government of Ontario allow, by statute, a discretionary levy to Boards of Education;

5. have greater autonomy granted to the local school in the use of its funds as a means of reducing the expenses of centrally administered systems;

6. have Recognized Ordinary Expenditures redefined by transferring some accounts to Extraordinary Expenditures;

7. have costs of certain programmes assumed by those agencies within whose purview they naturally fall - OHSIP, Public Health and Welfare, Recreational Services;

8. encourage subsidies by industry in programmes largely vocationally-oriented;

9. have the Federal government assist in the education of non-English speaking pupils.

Only by joint action now can we hope to prevent the crushing reality of 1973.

URBAN
DEVELOPMENT
INSTITUTE
ONTARIO

SUITE 806, 15 GERVAIS DRIVE, DON MILLS, ONTARIO ■ TELEPHONE (416) 447-5188

RECOMMENDATIONS TO

THE COMMITTEE ON THE COSTS OF EDUCATION

BY

THE URBAN DEVELOPMENT INSTITUTE
ONTARIO DIVISION

APRIL 1972

INDEX

RECOMMENDATIONS TO

THE COMMITTEE ON COSTS OF EDUCATION,

PROVINCE OF ONTARIO

Introduction

The Urban Development Institute is an industry association whose membership encompasses major developers, builders, owners and managers of all types of real estate in the Province of Ontario. This broad and varied experience has given our members an intense awareness of the problems arising from the traditional method of providing funds for educational facilities.

Out of this experience and awareness has grown an appreciation of the need for new approaches which will avoid the perpetuation of old problems, and improve the financial and planning positions of, the Department of Education, the municipalities of Ontario, and the taxpayer.

This brief outlines some of the most important of these new approaches which the Urban Development Institute urges the Committee to actively consider.

Summary

(1) The traditional approaches to the provision of education require serious reappraisal in light of rapidly rising costs, and changes in concepts, community needs and planning and development objectives. The traditional role of the Department of Education and the Boards of Education must be reappraised, and a distinction made between the educational program and the planning and development process.

(2) The present system for providing educational facilities mitigates against many of the provincial government's planning and development concepts and those concepts dictated by the ability of the marketplace to afford housing.

(3) The present grant system not only discourages development that will bring more children into communities, but in fact discriminates against development designed to accommodate families. This tends to disperse children across the Province, and in defiance of good planning and development principles, creates yet another pressure for urban sprawl.

A high per-pupil assessment in an area does not mean for example, that its taxpayers have any greater ability to pay for the capital and operating costs of education than do those in an area which has a low per-pupil assessment.

(4) Many of the means being recommended these days to offset high costs of education, such as the imposition of levies on new development, serve only to further discriminate against the new home purchaser or renter, and against families with children. Such irrational measures, which

are simply desperate attempts to deal with the symptoms of a far greater problem, would actually further aggravate the problem.

(5) Site acquisition of lands for school purposes can be accomplished far in advance of actual needs, without restricting flexibility, at substantially reduced cost to the Province. This would require the updating of official municipal plans based on the Province of Ontario's growth patterns, and encouragement of early land acquisition by Boards of Education using available provincial financing.

(6) The educational system, like any other utility, exists solely to provide an essential service. It should not be in the business of directly or indirectly controlling the rate, form, or location of growth.

(7) The system should be more flexible, encouraging innovation such as leasing lands, or lands and buildings, from a developer or municipality in order to reduce that municipality's education costs. Sharing of facilities with the community should be encouraged to minimize duplication. The condominium concept offers considerable potential for sharing space and facilities.

(8) With the adoption of the campus system of development, old formulas as to the number of acres required per type of school can be considered obsolete - especially when that campus is surrounded by, contiguous to, or even near a park.

(9) The cost implications of all planning and construction standards must be kept under constant review.

Capital Costs and Planning

A comprehensive study of the cost of education is long overdue. Such a study must include not only the operating costs associated with the provision of education in the Province of Ontario, but also the capital costs of providing the facilities.

As developers we are constantly being called to answer rising costs which are frequently caused by factors over which we have absolutely no control. Therefore, we are greatly concerned that the provision of educational facilities dictates much of the form and pattern of development in the Province of Ontario, and in many instances results in needless increase in, or duplication of costs. We have long advocated the close co-ordination and co-operation of all departments and agencies of provincial and municipal governments as being the only effective means of achieving desirable forms of community planning and development that will be compatible with long range planning and economic necessities.

We recognize that at present no municipality can release land for development without Board of Education approval. In effect the Board plays the role of municipal planner, and many boards have actually felt it necessary to retain professional planners to advise them. It is our belief that it was never the intent of the Province of Ontario to give such planning powers to local Boards of Education.

We also recognize that the Province of Ontario is now setting growth objectives for various regions. In theory, thereafter, if a municipality determines that development of a particular area is compatible with regional objectives, then development should proceed and the appropriate supporting infrastructure (including schools) should be provided as necessary by the responsible agencies. Therefore, the Department and Boards of Education need no longer be in the position of planning and controlling development.

One of the effects of the present responsibilities of Boards of Education is to force development, especially residential, into outlying areas - which is often counter to, and frequently frustrates stated government policies, planning principles and growth objectives. The present capital grant structure for example, is based on formulas that appear to mitigate against the implementation of the newly stated provincial and existing municipal planning and development objectives.

The "neighbourhood planning concept", as employed in the official planning process by many municipalities and Boards of Education in planning for school facilities, including their site acquisition, is an example of how planning methods can seriously limit flexibility.

Under the neighbourhood concept an area of 150 to 200 acres is designated for development. Plans are then made by the concerned Board of Education to provide for one kindergarten-to-grade-six school of a maximum size to accommodate 750 to 800 pupils. Since it has been determined that there will only be one site for the neighbourhood, the municipality and developer may be immediately confronted with a major planning problem. Suppose for the moment that the community and environmental needs, together with provincial policy and economics, dictate a higher land use that would draw families to the neighbourhood with numbers of children far in excess of the anticipated 750 to 800. Logic would seem to dictate the provision of a second school, perhaps requiring some additional land and an expansion of some of the physical facilities - until one approaches the concerned Municipality and Board of Education and finds that a second school can't be provided regardless of the land use.

Here we have a decision being made by a Municipality or Board of Education, despite the obvious fact that neither should realistically be concerned with whether one, two or a dozen schools are required. That decision should be determined by sound planning, environmental and community needs, and government policy.

The time has come when the traditional concepts and approaches to the provision of education must be re-examined and changed: (i) to provide greater flexibility in the system to allow adaptation to changing community needs; (ii) to accommodate more sophisticated approaches to planning and development; (iii) to enable realization of potentially substantial savings in the cost of education; and (iv) to place the Boards of Education and the Department of Education in their proper role as educators, not planners.

The Department of Education and the local Boards of Education must be primarily concerned with the provision and administration of the education program and the proper learning environment for the children, wherever they live. We

believe this to be a very fundamental issue, and something which is all too frequently frustrated, largely because of the current method of financing education and the traditional approach to the provision of facilities.

It has generally been policy that the local Board of Education must own and manage its land and building facilities. This requires re-examination in light of many potentially cheaper, more efficient and equally practical alternatives.

Capital Costs and the Grant Structure

The provision of capital to provide the educational plant to enable the implementation of provincial and municipal planning and development objectives is the joint responsibility of the Province, the Board of Education, and hence the taxpayer.

The current capital grant structure appears to have been developed by the Department of Education as a means of distributing capital dollars to the Boards of Education to provide for the construction of physical facilities in accordance with the ability of the concerned area or region, to pay. The Government of Ontario has determined that the opportunity for, and quality of education should be the same throughout the Province of Ontario. With this we have no quarrel. However, accepting this as a fundamental premise, the Department of Education has then been faced with the peculiar situation where the ability of the various Boards of Education to raise the capital to provide the school system varies from region to region. Some Boards require substantial financial assistance.

As we understand the grant system, it will provide up to 90 per cent of the capital cost of plant and facilities, depending on a complex formula ultimately based on the per-pupil assessment. The result of the formula is that the highest grants go to the areas of lowest per-pupil assessment, and vice versa. The net effect is to discourage low-cost residential development, such as row housing, smaller lots and larger apartment units, which will attract school children in any quantity to an area that already has a high per-pupil assessment, and to force development, and hence children, into areas where there is a low per-pupil assessment. We believe that this is not the intent of the government, and that it is often contrary to community and provincial needs.

Simply because an area has a high assessment per pupil, it does not necessarily follow that the area, or municipality, or the ratepayers, are more able to provide the necessary educational plant.

As a result of the current policies, developers are confronted with a continuation of the old practice of "planning by assessment" where municipalities will only permit types of development with high per-unit assessment and a minimum number of children. This leads to residential development extremes where only low-density residential development of very high aasessed value, or extremely high-density residential development with low bedroom counts to minimize the number of children are permitted. None of the medium density forms which attract families are encouraged in these areas. We believe this frequently mitigates against sound planning principles and against the objectives stated by the Province in the Design for Development Program.

A solution to these problems would be to treat education solely as a utility to be provided where, as, and when necessary. Provincial assistance should

flow to developing areas as required, without concern about assessment by overall development objectives. The Boards of Education would only be concerned with the program and quality of education provided in the plant under their supervision. Education would then become a servant of the community that it is intended to serve, rather than a key factor in determining its shape and form as it is at present.

Cost Saving Recommendations

A. Site Acquisition

A major item for many Boards of Education is the cost of site acquisition for schools. There are many means of minimizing these costs.

We recommend that the entire question of the provision of school sites be viewed in the context of good planning and development and the needs of the community, and that the financial pressure and burden be taken from the Boards of Education by the Province of Ontario so that those areas designated for growth may proceed unhindered. There are many possible means to realize this, a few of which are suggested below.

(i) Advanced Planning

The Province of Ontario has started to designate growth areas. It is now incumbent upon municipalities to develop, upgrade and review their official plans based on the new provincial population, growth patterns, and policies, and with provincial assistance where applicable. At the same time, the system must retain the flexibility to allow future development to accommodate changing community and environmental needs. We have shown how the "neighbourhood" concept can be inflexible.

As provincial planning proceeds, the Province of Ontario must be in a position to provide the funds for local Boards of Education or Municipalities to acquire land for schools as required, at nominal cost, far in advance of actual development. This would result in tremendous cost savings to the Province of Ontario and the concerned ratepayers in the area. Such forward planning has not been possible to date for many reasons, prominently among which must be the factors, as we understand, that no monies are presently available for Boards or Municipalities for school site acquisition - only funds for plant and operating costs.

This has led to the unfortunate situation where the tremendously high cost of school site acquisition has forced many Boards of Education to propose a levy system, under which the municipality collects, as a condition of approval of a plan of subdivision, a levy from the concerned developer to provide the necessary capital. This is a move borne of desperation. The levies which have been proposed range as high as $1800 for a townhouse unit, and average $800 to $1000 per single family unit, and $500 to $1000 per apartment unit.

By adding to the already prohibitive cost of providing family accommodation, these levies can only: (i) impede the adoption of the development policies and goals of the Provincial Government, (ii) discourage the development industry and most communities from planning for development to accommodate children, (iii) force development into outlying areas, and hence actually dictate accelerated urban sprawl, with all its inherent problems.

Long range planning and revamping of provincial assistance programs would go a long way towards immediately alleviating these problems.

(ii) Public Parks

It is paradoxical that the developer is required to dedicate land for public parks, many of which are hardly ever used, while the public and separate school boards are acquiring school sites to provide space and facilities which are used for six to eight hours a day, 10 months of the year. It seems to us that there could be substantial savings to the community, to the Board of Education, and hence to the ultimate purchaser or renter of residential accommodation if all agencies were to get together and provide one site of smaller size than would be required for their separate purposes, which could be developed for use by both.

With the adoption of the "campus" system of development, old formulas as to the number of acres required per school can be considered obsolete expecially when that campus is surrounded by, contingous to, or even near a park.

(iii) Leasehold Land

A concept that we believe should be considered is the holding of land on a leasehold basis to be shared with the community or with the owner-developer of a high-density residential project (i.e. landscaped open space could be used in conjunction with educational facilities contained within the project). This would have two benefits: (1) it would reduce provincial or municipal borrowing, (2) it would increase municipal tax income and incidentally reduce the municipal operating burden.

B. Physical Facilities

(i) Sharing of Land Space and Recreational Facilities.

As developers, we find that increasingly the community is concerned about providing social and recreational facilities as increasing amounts of leisure time become available to the average citizen. In the past, in low density residential development, it has traditionally been the responsibility of the municipality to provide community recreational facilities, including park space and facilities for active and passive recreation.

In areas of rapid urbanization where there is a trend towards higher-density residential land usage, the developer is providing onsite recreational facilities, some of which are extremely large and complex, incorporating a broad range of facilities. This makes possible a wide selection of recreation programs, including many of the active and passive sports and activities. It also provides the important social function of a central meeting place, and we believe potentially as well, could be used for educational facilities.

We believe that in many instances local Boards of Education, private developers and municipalities are needlessly duplicating facilities, thus doubling and sometimes tripling capital costs. Because the peak demand for one use often corresponds with the lowest demand for an alternate use, a single facility could well serve all purposes.

For example, we can foresee the day when recreational facilities and space would be shared jointly with a school, and a medium or high density residential complex, a subdivision or an office complex. The facility could be owned by one and made available on a leasing arrangement to the others, resulting in substantial cost savings to all. It could also be owned by a third party. We are encouraged by the indication in the recent speech from the Throne that some of these possibilities are being actively considered.

(ii) Leasing of Facilities and Mixed Uses

Is it necessary for the Board of Education to own the entire physical facility, including land and buildings? Many developers would be prepared to provide land and facilities to Board of Education specifications on a leasehold basis. There are probably many of the investors also prepared to do so. Some facilities could again be shared with other users.

We believe such a leasehold could be extended to include the provision of educational space within medium and high density residential, or perhaps even commercial developments, while sharing open space and leisure and recreational facilities with the community. By making such innovations possible, even greater cost savings and municipal financing advantages could be realized.

(iii) The Condominium Concept and Mixed Uses

The condominium concept has already proven the validity of joint ownership of commercial, leisure and recreational facilities by individual unit owners in a residential complex. There are many formulas which could be worked out for the further sharing of facilities with the municipality that would provide a service to the overall community, at great potential cost savings.

Traditionally, schools are provided in areas of new development in accordance with the estimated number of children who will be accommodated in that development. As the development ages, school facilities become grossly under-utilized because of aging populations. The mixed-uses concept would permit much greater flexibility in converting facilities from one use to another as the needs of the community change. At the same time, the duplication of costs resulting from the needless duplication of facilities would be eliminated.

(iv) Standards of Planning and Construction

From past experience we cannot over emphasize the need to keep all planning and construction standards under review to ensure that while adequacy is assured, innovation is not frustrated, and "gold plating" is not built in.

C. Other Possibilities

Innumerable possibilities for increased flexibility and cost-savings in the provision of education facilities become available once the

shackles of the traditional approach are broken. We are aware that some Boards of Education have experimented in areas such as the systems approach to the design and construction of school facilities. We also understand that consideration is being given by another committee to the possibility of mixed-use buildings, and to the redevelopment of school sites in areas where they are no longer required.

While we applaud these trends, much more is needed.

Conclusion

It is our sincere and long-considered belief that if the planning and development process in Ontario is to accomplish its intended goals, it must be divorced from education.

The Planning Process should determine where those children will be and hence the educational facilities required. Educational facilities and programs should then be provided in accordance with the planning objectives, as would any other utility service and provincial funds directed accordingly.

In this brief we have indicated means of saving capital dollars, alternative means of financing land and plant, and areas of the present grant system which seem at cross purposes to development patterns and objectives.

We would welcome the opportunity to appear before the committee and elaborate on any of the views, suggestions, and recommendations contained herein.

Respectfully submitted,

April 1972.

"Organizations & Groups" Brief #41

CANADIAN MENTAL HEALTH ASSOCIATION

a non-profit organization dependent on voluntary contributions

Ontario Division: 8 Pailton Crescent, Toronto 295, Ontario Telephone 487-5361

March 28, 1972.

Dr. J.R. McCarthy, Director,
Task Force on Education Priorities,
Department of Education,
Mowat Block,
Queen's Park,
Toronto, Ontario.

Dear Dr. McCarthy:

The Ontario Division of the Canadian Mental Health Association very much appreciated the invitation, extended by yourself, to submit a brief on priorities in education. During the past few years C.M.H.A. has been extremely interested and supportive of the Department of Education's interest in the field of services and programs for troubled children. We see the work of the Department as complementing the efforts of the Department of Health and Department of Social and Family Services, who also offer valuable assistance to these needy children and young people. In this regard, however, we have observed a very real need for inter-departmental co-ordination of significant magnitude to pull together the efforts of the various professional groups in local communities.

Since much of our work over the past few years has been tied in closely with the Ontario Educational Association's Troubled Child Committee, I wish to provide you with the reports and correspondence sent out by this organization and ourselves, so that you can more clearly understand our position. We are hopeful that many of our suggestions will be given consideration in the establishment of priorities by your Department.

Thank you once again for your interest in our work. We wish you every success in developing your very worthwhile report.

Sincerely,

Robert Couchman

R. Couchman,
President.

6/4/72

RC:mjm

CANADIAN MENTAL HEALTH ASSOCIATION

a non-profit organization dependent on voluntary contributions

Ontario Division: 8 Pailton Crescent, Toronto 295, Ontario Telephone 487-5361

DRAFT

Your branch will have received a copy of our C.M.H.A. - Junior League Troubled Child Project Report entitled "A Beginning". Like myself, I am sure you were impressed, not only with the composition and artistic merits of the document, but also with the sense of involvement that it conveys. In every line there is a feeling of concern, a spark of effort, a sense of optimism. After many years of frustration and hard work on the part of those of us who have shared a concern for the mental health of troubled children, we suddenly sense that the community and the government have become mutually involved in attempting to find solutions for the unhappiness and alienation of our troubled children and young people.

Of those agencies that have played a major role in the prevention, early detection, and treatment of troubled children, our schools have usually been in the forefront as initiators of special experimental programs and student services. Classes for the educable retarded, perceptually handicapped, emotionally disturbed, and physically handicapped, are now common place in many school areas in Ontario. With the advent of the county board system of educational administration, the opportunity has been made for such programs to be created in all areas of the province.

Although the physical arrangements have been made for the introduction of these services and programs, our Association has recently become aware of the fact that in some regions of the province no plans are underway to introduce these very necessary services and programs. In fact we have discovered some Boards of Education who have actually reduced their already limited services.

The cause for these limitations and reductions has arisen from the budget restrictions placed on local Boards of Education by the Department of Education. Although we can hardly be critical of the efforts being made by the government to limit the rapidly escalating costs of education, we must be critical of the Department of Education and local school boards for not setting appropriate priorities. Since the average cost of educating and providing services for an

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Ontario school child is approximately $4.40 per day (minus capital building expenditures), we must be prepared to spend a few extra pennies per child to help children who cannot function without special services and programs. If these few pennies pf prevention are not spent now, we may eventually have to pay between $40.00 and $120.00 for residential treatment for these same children. In both human and financial terms we cannot allow such an appalling situation to remain unchecked.

If we are to make "A Beginning" we must take the time to enquire as to how our local Boards of Education are attempting to save funds. Are the schools cutting back on the purchase of expensive equipment or are they dropping a guidance counsellor from the staff? Has the Board decided to build that new school at the cost of several special class programs? These questions deserve answers and for the sake of our troubled children your local C.M.H.A. group on Troubled Child Committee must ask them. School trustees and educators require your interest, support, and encouragement, if a solid network of preventive and remedial services are to be developed in your community. You can demonstrate your encouragement by meeting soon with your local Board to discuss their plans for services for the coming year.

Following your investigation I would appreciate receiving word as to your findings. Ontario Division of C.M.H.A. is willing and prepared to take the matter up with the Honourable Robert Welch and the Honourable William Davis, but we require information if we are to support the efforts of your local group in this way.

Our children are our most valuable asset; please do not overlook their needs. I look forward to hearing from you.

Sincerely,

R. Couchman,
President.

RC:mjm

ONTARIO EDUCATIONAL ASSOCIATION

SUITE S904 • 252 BLOOR STREET WEST • TORONTO 5, ONTARIO

AREA CODE 416 • TELEPHONE 920-1915

March 14, 1972.

The Honourable T. L. Wells,
Minister of Education,
Mowat Block, 22nd Floor,
Queen's Park,
Toronto, Ontario.

Dear Tom:

It seems that each time I write to you it is to congratulate you on your appointment to a new cabinet position. Needless to say I am particularly pleased with your assignment to the important post of Minister of Education. With your background in Health, Social and Family Services and your years of service as a school trustee and chairman, you possess the needed unique qualifications for the present job.

This is not, of course, any easy time for a person to assume the responsibility of Minister of Education. Because of economic pressures the task will probably involve more than a normal amount of public relations work, interpretation and determination.

Education is presently receiving the brunt of our societal anxiety. Rapid cultural changes, the re-evaluation of our moral values and economic instability are all issues which the public considers grist for educational mill. I am afraid that such thinking is a reactionary response to mass anxiety and is indicative of those who believe in the myth, that education is a universal cure-all.

As you are well aware my particular interest in this subject relates to the area of educational services to troubled children and young people. For too long now many educators have thought of Special Education and student welfare services as being something separate from the health and social service fields. In this regard I am intrigued by the number of adolescent drug users who demonstrate serious learning disabilities and/or emotional problems. I firmly believe that current trends in the youth scene such as the choosing of alternate life-styles, political activism, drug usage and memberships in true-believer cults will require joint exploration by educators, social scientists and medical personnel, if we are to achieve any understanding of

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the cultural dynamics which have given rise to these trends. Such co-ordination will also be required if we are to provide treatment and rehabilitation programs for those children and young people who suffer unduly from the wide variety of social, emotional, and learning disorders.

At the present time our Troubled Child Committee is working on the completion of its final report after three years of intensive investigation and study. Although it will be, by no means, a definitive work on the subject, we are hopeful that it will answer some of the questions that we are asking ourselves on the nature of the problem. We also hope that we will be able to suggest some more effective models for the delivery of special student services and programs. In regard to this latter aim it is highly likely that we will suggest more effective co-ordination between the three areas in which you have recently had experience.

From the rather alarmist tone of recent articles on the possible reduction of special services, our Troubled Child Committee and the Canadian Mental Health Association, of which I am now president, would like to recommend that some reassurance be given to the public and to school boards that essential student services and programs in the areas of guidance, special education, and inner city programs not be reduced any further. In a recent survey conducted by our joint O.E.A., C.M.H.A. group, for example, we discovered reductions in 1971-72 in such areas as York County, Lincoln County, and Etobicoke. Because of the increasing needs for such services and programs recent announcements by local school officials and trustees are likely to create an emotional atmosphere that, to say the least, would be injurious to any rational planning for seriously troubled children and young people. This wave of reactionary feeling will, of course, prove seriously detrimental to the Department of Education's own suggestions for five year planning in the field of special education.

Of more particular concern to the Committee are the effects that service and program reductions will have upon the lives of individual children and young people. Despite the best efforts of overtaxed educational, social and health agencies, we face a consistent increase in the number of casualties that are dropping out of school and out of society because their problems are not being dealt with by the appropriate services. Although it is impossible to get an accurate reading on this increase, certain recent trends lead me to believe that we may be facing difficult times if we do not immediately take dynamic action to provide adequate services and programs that will actually help children. The recent annual report of the Metropolitan Children's Aid Society points out a 32.3% increase in the number of youths requiring protection services this year over last. For the first time in almost ten years a number of Metro Boards of Education have noted an increase in their school drop-out rates. Statistics Canada indicates that approximately 20% of Toronto's young people who are not in school are presently unemployed. They are also projecting the new figure of 1 in 6.5 for the number of people requiring in-patient psychiatric care. Despite a cooling off of public interest those in the youth field remain exceedingly concerned over the number of severely damaged young people who suffer from drug abuse. In the case records of my Department alone during the past three weeks, we have had one suicide, one serious attempt and four threats from young people who require in-patient care for drug abuse problems.

In response to these increasing problems I see a lengthening of waiting lists and a more liberal use being made of suspensions. There will be those, of course, who will discount these trends and personal observations because of the lack of statistical data and appropriate research to support them as valid findings. I cannot argue against such criticism, since I lack the time and energy to pursue each piece of information according to correct scientific research principles. Unfortunately it is usually the case that by the time the machinery can be refined and readied to study the matter the situation has reached the point where the problems are self evident to even the inexperienced layman.

Although I am hopeful that our Troubled Child Committee report will give you a somewhat clearer overview of the situation, may I suggest that you check-out my observations with other personal sources. I am personally uneasy about what I see happening, but like any other human being, my interpretation of the situation could be totally inaccurate.

I trust that this multi purpose letter will be considered in the spirit that it has been written. Personally, and as Chairman of the O.E.A. Troubled Child Committee, I am most anxious that we do not panic into taking some action which will prove detrimental to the very children that we are all trying to help. I would also hate to see these same children used politically to manipulate either the government or local school boards. Such a practice could only contribute to the very problem that we are trying to eliminate.

Beyond my words of congratulations this letter is primarily a premature summary of our Committee's final report. I apologize for its lack of organization but I felt strongly that any delay in getting the final report to you might reduce its value in light of recent negotiations with local school boards. If it would be helpful to you, my Committee and I would be more than pleased to meet with you or your officials to discuss some of the developing points in our report.

I trust that we can continue to be of help to you and your Department in the development of student services and programs.

Sincerely,

Bob Couchman

R. Couchman,
Chairman of the
Troubled Child Committee.

RC:mjm

ONTARIO EDUCATIONAL ASSOCIATION

INTERIM REPORT OF THE TROUBLED CHILD COMMITTEE

The Troubled Child Committee of the Ontario Educational Association was established during the Fall of 1969 by the Senate of the Association. The Committee consisting of representatives from five Sections of the O.E.A. defined its purpose as follows:

1) To gather information on existing services, programs and policies as they relate to troubled children.

2) To make recommendations to the Senate of O.E.A. so that the Association might take effective action in promoting effective mental health services and programs for all children who have become troubled by social, emotional, physical or environmental problems.

3) To take prompt and effective action, in the name of the Troubled Child Committee, against any policies or situations which might be detrimental to the healthy social and emotional development of children.

In order to implement these broad purposes, without unnecessary delays, the Committee acquainted itself with the available research. A study was made of the C.E.L.D.I.C. Report, the Ontario Troubled Child Report (C.M.H.A.) and the Metropolitan Toronto Youth Services Study. To supplement the theoretical viewpoints expressed in these studies, the Committee also arranged to speak with senior officials in three key government departments.

It was felt by the Committee that it would not be possible to engage in a direct study of the problem because of the lack of the necessary staff resources to support the Committee's work. This was not seen as a significant problem since all members of the Committee were found to work in the field and were therefore quite aware of the many problems which exist. The Committee also found that the entire subject had been well researched and they decided that further inquiry into the needs at the present time might simply prove redundant.

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Following a period of investigation the Committee isolated three major issues to which it turned its attention. On January 20th 1971, a letter was sent to the Honourable Jean-Pierre Goyer, Solicitor General of Canada, expressing the concern of the Troubled Child Committee in regard to the proposed Young Offenders Act. A letter expressing similar concern was also published in the Globe and Mail. Following this immediate response this important issue was passed along by the Committee to the O.E.A. Senate with the recommendation that a brief be presented to the Committee on Justice and Legal Affairs.

The second issue, which also resulted in a prompt response from the Committee, arose from the threatened educational budget reductions. When the Committee became aware of the fact that cutbacks might be made in the services and programs for troubled children, a letter was sent to the Minister of Education expressing the Committee's serious concern. They advised the Honourable R. Welch to establish priorities in arranging for reductions, so that the basic quality of educational services would not be affected. In this way the positive advances being made in student services, special class programs and inner city school programs could be continued.

Finally the Troubled Child Committee turned its attention to the mental health training being provided by Ontario Teachers' Colleges to teachers in training. In order to assess the existing programs the Troubled Child Committee requested and obtained staff support from the Ontario and Toronto Services Branches of the Canadian Mental Health Association. It was felt by the Committee that the time may be ripe for revisions in the present programs in child development, psychology and school management. As the teacher training programs are extended additional valuable content could be added to the present courses.

Although this study is still underway it is already clearly evident that mental health training in the Teachers' Colleges is quite limited.

SOME CRUCIAL OBSERVATIONS ABOUT PRESENT PROGRAMS AND SERVICES FOR TROUBLED CHILDREN:

Although the members of the Committee examined the existing programs and services with a critical eye, they were impressed with many examples of excellent work that is being carried on by many teachers, counsellors, Special Education personnel and government officials. They were also pleased to find that many administrators, school trustees and members of the provincial government display a sincere concern for the needs of troubled children.

Particular mention should be made of the contributions of officials such as the Honourable William Davis, the Honourable Walter Pitman, the Honourable Thomas Wells and Mr. Barry Lowes. Although there are many other officials who should be mentioned, it was felt that the Committee's personal awareness of the work of these men should not escape mention.

Although examples of sincere personal interest and effective individual programs are evident in many areas of the province, there are few if any situations where the total network of children and youth services functions with any degree of cohesiveness. This tragic failure is best reflected in the results of the case histories of training school residents quoted in the Ontario C.E.L.D.I.C. Report.

Historically the Province of Ontario, like the vast majority of provinces and states, has compartmentalized its services to troubled children and youth at the government level as well as at the local community level. Hence you find that a child's symptoms of maladjustment are divided up between a number of professionals, agencies, and government departments. The child's delinquent behaviour is handled by a probation officer from the Attorney General's Office, his reading problem by a remedial reading consultant from the local board of education, his fears and bizarre phantasies by a psychiatrist from the Department of Health's Regional Centre and his need for a specialized foster home by a social worker from the local Children's Aid Society. Although we do not question the need for a multi

sciplined approach, we recognize the enormous difficulties that arise when a host of agencies, a variety of professionals and a number of government departments become involved in the treatment of an individual child.

In order to prevent the worst effects of this unco-ordinated splintering of services, a number of knowledgeable people have suggested that the schools should assume the major role in co-ordinating and operating treatment programs. This suggestion, which was first given official recognition in the report of the Ontario Government's Select Committee on Youth, appears to have been motivated by two considerations. First of all it has been argued, that all children come into contact with the school and therefore diagnostic assessments and treatment programs can best be provided in this centralized location so that all troubled children can be served with minimum delay. In effect, according to this theory, no troubled child could escape the watchful eye of the primary teacher or the comprehensive diagnostic tools of the school psychologist. Secondly it has been claimed by proponents of this position that Boards of Education are the only public institutions capable of carrying the costs of such programs. Although recent educational cutbacks greatly reduced the financial potential of this latter possibility, there is an element of truth in considering that schools may be the logical location to detect those children who may require specialized care.

Unfortunately the premise upon which this position is supported may be overly simplistic. Many troubled children require intensive diagnostic assessments that are well beyond the capabilities of school psychologists and special education consultants. Highly specialized medical, psychiatric and social work skills may be needed before a valid diagnosis can be made. Such specialized services are seldom, if ever, incorporated into the student service centres or special programs of the school. Indeed the majority of these specialized services must maintain a close link with a hospital or agency if they are to remain effective. Little needs to

be said about the treatment programs for such children as many of them are also quite dependent upon centralized facilities and professional resources such as those located in the Regional Centres across Ontario.

The Troubled Child Committee does not, of course, suggest that the schools abdicate their responsibilities to such children. Quite the contrary, the Committee strongly recommends that school boards across the province continue to develop specialized services and programs to meet the educational and developmental needs of all troubled children. Whereas gifted children and normal children can usually survive and compensate for unfortunate setbacks in their formal educational experiences, troubled children are condemned to permanent failure by such errors. The Troubled Child Committee would like to see every effort made to enliven the programs of our schools as suggested in the Hall Dennis Report. Such a move would make a tremendous contribution in enriching the educational atmosphere so that good mental health for all students and teachers could become a reality.

At the same time the Troubled Child Committee recognizes the need for schools to play a key role in detecting children whose educational functioning and happiness may be severely hindered by some educational, physical, social or emotional problem. The schools should make every effort to offer an initial assessment of these difficulties and to see to it that educational services and programs are offered when required. The Committee even suggests that such services and programs be very liberally defined. All too frequently a child is placed on the road to personal failure, as a student and human being, simply because he did not fit the rigid service criteria of the first agency who had contact with him. Although this is seldom the fault of schools, who remain committed to serving all children, it may become an unconscious weakness of which we should be well aware. The term "referral" must therefore be placed in its appropriate context. Like surgery it is a procedure

to be followed only after every reasonable effort has been made to help the child within the setting he feels most comfortable.

Without alert and trained teachers, as well as skilled educational diagnosticians, the possibility exists that many children, with severe problems requiring medical, psychiatric or child welfare assistance, could easily be overlooked. If the schools are to be encouraged to be more flexible and aggressive in helping troubled children, teachers must be given more adequate training in child psychology, human development and mental health. They must also be provided with a comprehensive internal support team of counsellors, psychologists, psychiatrists and special educational consultants as well as the readily available assistance of professionals from specialized community services. Thus the Troubled Child Committee advocates that the school serve as a key service in the co-ordinated team of community agencies and services concerned with troubled children.

Such real co-ordination can, of course, only evolve from a base of mutual understanding, respect and co-operation. It is therefore necessary for professionals to begin talking to one another. Our schools should welcome the help of their own special workers as well as the support of outside community professionals and citizens. In a similar spirit citizens and community professionals should take every opportunity to respond to the overtures of the schools in working towards effective co-ordination. It goes without saying that with a few notable exceptions the present climate is charged with suspicion, mistrust and defensiveness. As a result even modest inter-agency co-operation is being hailed by many as a major accomplishment. During this period of rapid societal change and escalating mental health problems it is not good enough to win a few minor skirmishes. We must commit ourselves to a major victory on the co-ordination issue very soon, or submit to defeat.

Hall Dennis, Ontario C.E.L.D.I.C., the Ontario Troubled Child Report, Alienation, Deviance and Social Control, the Select Committee on Youth, the Metropolitan Toronto

Youth Services Study, and the 1967 Department of Health White Paper - are a few of the fine research accomplishments of the citizens and professionals of Ontario around our concerns for troubled children. Although all of these studies focus on different elements of the basic problem, contained within their pages are the answers and approaches we require. We can feel a sense of pride in this type of productive enterprise. We can also feel a sense of shame in not having translated their recommendations into action. We must now make the effort.

SOME CONSIDERATIONS FOR CHANGE

In order to encourage the type of inter-disciplinary and inter-agency co-ordination suggested above, some internal alterations will be required within the schools' own services and programs.

1) Co-ordination of services and programs is simply a means to an end. It is based on the assumption that the troubled child's problems are interrelated causally. Thus the child's symptoms cannot be treated in isolation from one another by different professionals from different agencies. Cohesive teamwork is required in treating the child as a total human being, and such teamwork can only be accomplished by a true co-ordination of services and programs.

If the ultimate expectation is to achieve co-ordination between various community agencies, the school must start by co-ordinating its own student services network. We strongly recommend therefore, that all services and programs for troubled children come under one department. We also recommend that the various professional groups within these services and programs refrain from the type of professionalism which contributes towards the splintering of services. Although we support the need for a wide variety of professionals within the network of student services, the co-ordinated teamwork approach precludes the establishment of autonomous professional units within the system.

2) We encourage the efforts that have been made by the Department of Education and

Boards of Education to phase out the practice of corporal punishment. Although this procedure likely did little permanent injury to most children, many troubled children were very seriously affected by this type of discipline.

It is interesting to note that corporal punishment was banned in France in the early 18th century. St. Jean-Baptiste de la Salle wrote that:

> "The birch is used only out of bad temper or weakness. For the birch is a servile punishment, which degrades the soul even when it corrects, if indeed it corrects, for its usual effect is to harden".

In eliminating corporal punishment it will be necessary to offer alternative procedures for the handling of acting-out behaviour. Since successful alternatives will demand more parental involvement and considerably more planning on the part of school personnel, consideration should be given immediately to the type of necessary support which will be required by teachers and school administration.

On this same issue the Committee wishes to again register its support for additional mental health training for teachers. The improved atmosphere of the classroom cannot eliminate all problems but it can certainly reduce the type of negative reactive behaviour which is found all too frequently in the classrooms of inexperienced and insecure teachers.

3) The mythology associated with diagnostic and assessment procedures should be exposed. How often have we all heard the comment that the diagnostic tests simply confirmed the suspicions of the teacher. Such testing is very necessary but in order for it to be effective it must lead to realistic and practical remedial measures. Thus, diagnostic tests must communicate with the classroom teacher in a language which can be understood and with suggestions that can be implemented.

A psychological or educational assessment should contain a plan of approach. The psychologist or consultant must remain with the teacher and the child to share in its successful implementation, otherwise the entire process simply becomes an exercise in futility.

4) The use of lay assistants should be given priority consideration. The volunteer and the part time assistant may provide the professional teacher with the time required to work more closely with the troubled child. We also note that many laymen have the qualities required for effective work with troubled children.

5) Inner city schools attempt to serve a much higher proportion of troubled children than other schools. In addition to extra equipment and a lower pupil-teacher ratio, these schools require at least one resident counsellor and additional support from the student services division of the school board.

6) Since most programs and services for troubled children are funded directly and indirectly by five departments within the provincial government, further efforts should be made to broaden interdepartment co-ordination. Such co-ordination would encourage the development of the innovative funding procedures and the interdisciplinary planning methods that are so urgently required for an effective attack against the problems which give rise to emotional and social upsets in children.

7) Early childhood education programs in the form of nursery schools and day care centres provide the opportunity to compensate for the negative environmental influences which contribute towards emotional and social adjustment problems in children.

These programs should be recognized as valuable preventive services and should be further subsidized through government grants from local municipalities and the province.

8) The extension of family life education, drug education, sociology and psychology should be encouraged at elementary and secondary school levels. At the same time a careful evaluation of existing programs should be undertaken in order to determine the effectiveness of present curriculum trends in the above subject areas.

9) Immediate consideration should be given to genuine open discussions between students, parents and teachers on the rights and responsibilities of students. In

)der to create a stimulating and exciting school program that will be of immediate and long term benefit to our young people, an atmosphere of mutual respect and co-operation must exist between students and their teachers.

It is apparent that many of the present experiments, in fostering dialogue between students and teachers, are being clouded by political and defensive rhetoric on both sides. Tokenism and rationalization must be recognized and eliminated from such discussions, if any real gains are to be made.

10) Education must be considered as a life long process developing from both formal and informal experiences. Although schools play a major role in the process, they must be considered as partners in achieving the over-all long-term goal. Thus it is vital that students, parents, trustees, government officials, school administrators and teachers, share in creating the most relevant quality of education possible. When problems develop which interfere with this most important of all processes, as has been the case with troubled children, then the total community must respond to resolve the difficulties.

No group can any longer afford the luxury of an elitist position. Such isolation from the partnership simply contributes to suspicion, defensiveness, and the ultimate destruction of the educational process. Professional organizations such as the Ontario Educational Association must, therefore, strive to correct the problems and injustices that deny children the right to participate fully in the process of education. At the same time the Association must participate with other groups in attaining a high quality of formal and informal educational experiences for all citizens of all ages.

THE NEED FOR ACTION NOW

During the past two decades our nation has experienced an unprecedented increase in mental illness, social unrest and violence. We can no longer afford to calmly comment upon the effects of automation, the bomb, family breakdown and

vironmental pollution. The impact of such events, prophetically forecast some twenty years ago, has now reached the stage where countless thousands of adults are critically disturbed. Of even more alarming consequence is the reality that the developmental processes of some one million children and young people have been seriously damaged by these events and by our failure to provide adequate compensatory services and programs. At a time when society's problems are escalating at a more rapid pace than ever, a significant portion of our children have become increasingly less adaptive. You do not have to be a trained social scientist to realize the disasterous consequences of this situation. For example, the recent sudden rise in the non medical use of drugs by many apparently healthy, normal young people is a sample of the type of mass behavioural response which our society will have to face on a growing scale during this next decade.

The time for further social commentaries and academic rhetoric is past. This is the hour for implementation. Thus the quality of personal life rests with our ability to respond now, as a co-ordinated whole, to the traumatic shock of progress.

The ability of an individual to adapt to change is, of course, dependent upon the strength of the person's personality. A knowledge of one's culture, a perspective of present events in their relationship to the past, and an ability to utilize skills in a creative manner, are essentially the qualities of character required to shape the environment. Such qualities are the result of an education that is relevant to our times. Our hope, therefore, rests with education and we must insure that no young person is denied his right to this education because of some physical, social or emotional handicap.

The Troubled Child Committee respectfully submits this interim report as part of its commitment to act.

R. Couchman,
Committee Chairman.

RC:mjm
April 1, 1971.

CRITIQUE OF THE DEVELOPMENT OF COMPREHENSIVE PROGRAMS AND SERVICES IN SPECIAL EDUCATION

By Robert Couchman

The following observation and comments of the Department of Education's document on The Development of Comprehensive Programs and Services in Special Education is offered in the hope that further material will be forthcoming to provide creative direction in the development of Special Education programs and services. In a careful reading of the document the following specific observations were made:

1) The document does not take into consideration the criticisms of existing programs and services as outlined in C.E.L.D.I.C., Living and Learning, the Troubled Child Report, It's Your Turn and the Project 70 Study. Only one reference is made to C.E.L.D.I.C. (P. 15) and one to Living and Learning (P. 15) and these quotations are made in support of reducing Board of Education Special Education programs and services.

2) The report clearly supports the use of supportive personnel, such as social workers and psychologists, but makes little effort to describe the role and function of these professionals and their relationship to the programs and services that they assist.

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3) "Statistics Canada" and "C.E.L.D.I.C." are overlooked in determining the estimates of the incidence of exceptional children of school age in the Province of Ontario. Rather these statistics are derived from three U.S. studies conducted in 1954, 1963 and 1968. (See P. 28)

4) The ratio of psychologists, social workers and Special Education consultants is derived not from the total school population but rather from the total number of exceptional children found in the school population. Thus a school system with 60,000 students could be adequately staffed by 4 social workers and 3.5 psychologists.

5) A ratio of 1 social worker to 4,000 exceptional children and 1 psychologist to 5,000 exceptional children would necessitate activities of a purely diagnostic nature on the part of these support personnel. (See P. 72 ref. 4,121 exceptional children).

6) Statistics Canada and the Canadian Mental Health Association indicate in 1971 that 125 children in 1,000 will require mental health programs and services because of emotional and/or social disorders. If, according to the latest U.S. study conducted in 1968 (P. 28 reference 3), only 2% of the children possessing emotional and/or social disorders require Special

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Education services and programs, who will care for the remaining 105 children per 1,000?

7) At the time that the report was completed, Thistletown Hospital had been changed to the Thistletown Regional Centre in order to provide more adequate programs and services to its local community.

8) Although much emphasis is given to the careful assessment of Special Education programs and services, no suggestions are offered as to the appropriate research instruments that would be required in such evaluations.

9) Little consideration is given to the complementary role or integrated functions between the Special Education programs and services and other student services such as guidance counselling, attendance counselling, remedial services, compensatory education programs and the initial identification role of the classroom teacher.

10) The trend toward the co-ordination of programs and services for exceptional children by community agencies, including the schools, is completely ignored in the report. An element of co-operation is recommended (P. 15) but it is overshadowed by the hope that community agencies will look after more troubled children, thereby eliminating the need for the Special

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Education Branch to provide the necessary services.

11) "Within the realm of decision-making the art of deciding priorities is the key element" (P. 1, paragraph 4).

This statement in the introduction of the paper does not refer to the philosophical base for Special Education programs and services, but rather to the apparent reasons for the document being published. The phrases, "cost-benefit analyses", "accountability" and "fiscal restraints" contained in the sentence which follows, clearly indicate that the "key element" is not a "humanitarian one", as described by the Hon. William Davis in his personal introduction to the paper, but rather a financial concern that Special Education programs and services may cost too much.

Priorities can only be established through the thoughtful and humane consideration of a basic philosophy. Without the establishment of such a purpose, decision-making becomes a futile and somewhat dangerous venture. Although "fiscal restraints" are a reality, they are by no means the "key element" for the development of creative and sensitive programs and services for troubled children.

The paper fails to set the appropriate tone for the development of the programs and services it advocates.

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Assessment of "The Development of Comprehensive Programs and Services in Special Education" as a Document of Policy

This document must be considered with extreme caution. Although it sets about to encourage the development of Special Education programs and services through the establishment of priorities and five-year plans, it fails almost entirely to achieve its purpose. This unfortunate failure is based on several basic flaws.

In the first instance, the guidelines are based on inaccurate and out-dated statistics of American origin. Secondly, the document fails completely to offer the necessary help to Boards of Education to enable them to develop roles and responsibilities for their support personnel (i.e. social workers and psychologists). It also fails to provide suggestions and even references to available evaluation instruments so that effective appraisals can be conducted. Finally the document proves itself to be totally irrelevant, in that it fails to respond to the criticisms contained in Canadian reports and studies conducted between 1970 and 1972.

In pointing out these basic omissions and flaws, it can only be concluded that the Development of Comprehensive Programs and Services in Special Education is a document that fails to fulfil its central purpose. Boards of Education, which follow its guidelines, will endanger the

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proper development of comprehensive and co-ordinated student service programs.

Although the document fails to achieve its goal, credit must be given to the Department of Education for advocating planning and evaluation procedures in Special Education. The lack of such procedures is evident in many of the criticisms being leveled at our present programs and services. Finally, credit must be given to Prime Minister Davis for his humane and supportive introduction. Although he is a layman in such matters, he provides leadership for us all in pointing out that humanitarian concerns must remain central to good educational planning.

"Organizations & Groups"

BRIEF #42

The Metropolitan Toronto School Board

155 College Street
Toronto 2B, Canada
Telephone 416 366 2774
W. J. McCordic, B.A.
Director and Secretary-Treasurer

April 12, 1972.

Dr. J. R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Room S944,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Dr. McCarthy:

The Metropolitan Toronto School Board is pleased to submit for consideration of the Committee on the Costs of Education its brief entitled "The Necessity, Implications and Nature of Cost Controls in Elementary and Secondary Education to the Year 1980."

The School Board is aware of the prevailing concern over costs in education and the need to arrive at a solution which will achieve an acceptable balance between what is educationally desirable and financially possible. But, the School Board is also deeply concerned with the trend of the past two years which has necessitated a concentration of the talents and expertise of elected trustees and school officials on ceilings, budgets, and costs rather than upon the larger problem of adapting school systems and educational programs to the constantly changing needs of society. Many promising and exciting concepts have been developed at the Provincial and local levels in recent years. The School Board feels that the present approach to cost controls is placing these in jeopardy and can have a more damaging effect on the elementary and secondary school education systems than current cost trends would seem to justify. The brief suggests that other alternatives are available and should be explored.

We sincerely hope that the brief will assist the Committee on the Costs of Education and that it will provide some new and useful information on the subject. The School Board would welcome the opportunity to appear before the Committee to discuss the brief and related matters.

Yours very truly,

Bruce Bone

Bruce C. Bone,
Chairman.

RIT/rss

SUBMISSION TO THE COMMITTEE ON THE COSTS OF EDUCATION
IN THE ELEMENTARY AND SECONDARY SCHOOLS
OF ONTARIO

TITLE:

The Necessity, Implications and Nature of Cost Controls in Elementary and Secondary Education To The Year 1980

Prepared by:

Richard I. Thorman, B. Comm., C.A.
Comptroller of Finance
The Metropolitan Toronto School Board

Submitted on behalf of
The Metropolitan Toronto School Board:

Bruce C. Bone, B.A., C.A.
Chairman

April 11, 1972.

THE NECESSITY, IMPLICATIONS AND NATURE OF COST CONTROLS IN ELEMENTARY AND SECONDARY EDUCATION TO THE YEAR 1980

The purpose of this submission is to discuss briefly the probable trend in the cost of elementary and secondary education to the year 1980, with particular reference to the necessity and method of cost control and the likely implications thereof on the general aims and objectives of the public education system.

HISTORIC BACKGROUND

The post-World War II period in Ontario has been one of spectacular economic and population growth. There is no need in a report of this nature to belabour the immense pressures and tensions which this situation exerted on governments at all levels. Urban areas staggered under the load of providing essential services to spiraling populations fed by high birth rates, population shifts from rural areas to urban areas, and immigration. Local school authorities, and in particular those in Metropolitan Toronto, were hard pressed to cope with the problems of massive construction programs, large scale staff recruitment in a labour market where demand outstripped supply, and an almost constant pressure from local citizenry and higher levels of government to provide more diversified programs and supporting services. The pace of activity at the local level in this period was further accelerated by the injection of vast sums of money from Federal and Provincial Governments which were reacting to national and provincial concern in areas such as vocational education and work incentive programs. It is not surprising that, during this period of extreme pressure and hectic activity occasioned by rapid change, the expenditure on education sky-rocketed. Crash type programs were necessitated in order to meet the demand for educational services and the public displayed little reluctance to meet the added costs of accelerated implementation. Orderly planning, regulated growth, cost benefit assessment and efficiency took a back seat to the need to get on with the job. However, it is important to note that, imperfect as the process might have been in certain respects, it proved to be successful in meeting the challenges which confronted local school authorities. The excellence of the school system in Metropolitan Toronto today is attested to by the continual flow of visitors from across this continent as well as from overseas, who come to observe and to imitate.

PRESENT SITUATION

Expenditures in the elementary and secondary school systems comprise the major portion of the total expenditure on education. Inevitably, as the pressures of growth began to diminish and the provision of educational services began to catch up with the demand, the public became more concerned with the cost. The concern has become almost an obsession, being stimulated by statisticians and others who suggest that, if the costs of education are not controlled, in 10 years or so the entire Gross Provincial Product will be consumed by education. The straight line projection of the education cost curve of the past decade is no more valid as a basis for predicting the cost curve of the next decade than was the pre-World War II cost curve valid in predicting the cost curve of the post-World War II period. In any event, cost is but one of the factors in the present situation.

Our society has reached another of those readjustment periods when it questions the direction in which it has been heading, reshuffles its priorities and objectives, and then moves on. Unemployment, housing and environmental pollution are now being placed in a considerably higher priority by the public than in previous periods. Although there is little evidence to suggest that citizens are prepared to downgrade the importance or priority of education, there is nevertheless a general uncertainty as to whether there will be adequate funds to provide for other social priorities in addition to education. As suggested earlier, this uncertainty is compounded by the "gloom and doom" forecasters of the trends in educational spending.

Education and society are in many ways synonymous. The problems of the one reflect the problems of the other. It is not surprising therefore that the whole educational field is being subjected to intensive review and examination. Educators are fully aware of the need to demonstrate the effectiveness of educational programs, to reflect efficiency in operation, and to account to the public for educational expenditures. At no time in recent years has there been such emphasis on improving the planning and management aspects of school systems. Management by objectives, program budgeting, cost effectiveness analysis, quantitative and qualitative analysis and data base improvement are examples of areas which are being explored in great detail and are, in fact, being implemented. Trustees in education are as politically aware as any elected representative of the re-examination by, and the cost consciousness of, the general public. If there were any trustee or school administrator who, in 1970, was not convinced that spending and operational patterns of the immediate past should be re-examined, the Provincial ceiling limitations on expenditures have now convinced him. The fact of the matter is that the spending patterns and operations of school boards in 1971 and in 1972 reflect a much more efficient and defendable modus operandi. The major apprehension of educators today is that governments in the re-allocation of public resources may overreact and institute unnecessary bureaucratic controls over the budgets of local school boards with the result that the ability of school boards to meet the changing needs of society will be greatly diminished.

RESPECTIVE ROLES OF THE PROVINCIAL AND LOCAL SCHOOL AUTHORITIES

The product of education has value both to the individual and to society. Parents have certain expectations of school systems, and perhaps the single greatest achievement in the past two decades has been the movement in the direction of providing programs designed to meet the individual needs of students who deviate from the norm in either a physical or a mental way. The diversity in school programs which mirrors the needs of our pluralistic and individualistic society has resulted as much from the interaction of local communities and local school boards as from the influences exerted by higher educational authorities. On the other hand, National and Provincial objectives, which also must be reflected in educational systems, must of necessity be guided by the higher authorities which possess the required perspective in such matters. The partnership of Provincial and Local school authorities must be constantly reviewed in order to protect and to maintain the delicate balance and distribution of responsibility so necessary to a viable educational system.

As with society, education is going through a period of self examination. It is essential that during this period the autonomy of local school boards be safeguarded from unnecessary Provincial bureaucratic controls, budget or otherwise. In order to avoid this, more light needs to be thrown on the subject of the projected costs of education because it is the popular concern with this one factor which is endangering the future ability of school systems to adjust to the new challenges of society.

Projections of cost are only a small part of the problem which lies before us. Educational systems at the local level have to become involved in multi-year planning and be prepared at any point in time to account to the local communities in terms of the longer range objectives of the school system in relation to meeting the needs and interests of individual students. School boards must be able to evaluate their progress in moving towards stated educational objectives and must be prepared to be accountable to the public on a cost effectiveness basis. School boards need to vastly improve their data systems and their capabilities in the areas of analysis and evaluation. They must recognize the strong desire of the public to become more involved in the school system and its educational outputs. We can expect school boards to work more closely with industry in designing programs and work experiences which will prepare students to become productive members of society. We can anticipate major shifts in program emphasis and instructional methodology over the next 10-year period. It seems essential that, if the educational system is to cope adequately with the individualistic or private interest aspect, a considerable degree of freedom and autonomy must prevail at the local level. Tight budget control exercised by Provincial bureaucracy will frustrate the healthy interaction of local communities and local school systems. Although there must be a level of Provincial equalization in the funding of local programs, there needs also to be a freedom of local choice demonstrated by the willingness or unwillingness of local tax payers to fund programs to meet local needs. The cost control aspect of the local tax on real estate should not be underestimated.

Conversely, Federal and Provincial revenues should be utilized to finance social objectives of a national and a provincial nature. During the past period of growth and expansion, provincial governments as well as local governments have tended to plan on a year-to-year basis. The present situation demands long-range planning. There is a need for the establishment of long-range objectives which recognize the educational and cultural goals of society and, in addition, the essential interaction between the economy and the educational output. More leadership is required in fashioning programs and curricula which will most effectively work towards the achievement of these objectives.

Since 1971 when the Province of Ontario imposed ceiling limitations on expenditures, it appears as if the main thrust of the Department of Education has been in the area of cost control rather than of long-range planning as indicated above. The intent of subsequent sections in this report is to suggest that the major problem facing education in this Province is not so much the future trends in costs but rather to ensure that our educational institutions will be sufficiently adaptable and flexible to undergo transformation as our changing society dictates.

COSTS TO THE YEAR 1980

At this point in time the cost issue is central to all deliberations concerning elementary and secondary school education. As noted above, certain projections for the next 10 years based upon continuation of past trend lines produce startling and misleading statistics. In our view, the costs over the next 10 years will be influenced substantially by decreasing enrolment and other factors. Elementary school enrolment will continue to decrease until the late 1970's, at which time it will begin to level out and then trend upwards again. In secondary schools the enrolment will continue to increase through to 1977 and then begin to decrease. Substantially diminished school construction in the 1970's will also have an effect upon current budgets. Capital construction and related debenture financing will be at a minimum. The 20-year debentures which were issued during the growth period of the 1950's will be retired and the current budget provision for debenture principle and interest repayments will begin to level out in the late 1970's and to decrease in the early 1980's.

The economics of school system operation tend to reflect the economics of society in general. Salary and other costs will tend to follow directions established by the economy in total. Based upon these and other premises which are outlined in Exhibit B, we have projected the costs of education in relation to selected levels of Provincial financial support in order to provide a basis for contemplating various alternative approaches to cost control which might be adopted by the Province.

SAMPLE 1

On Exhibit A attached, if the level of Provincial support for elementary and secondary school education is maintained at 60% of the total cost, the percent of the Provincial budget expended on education will fall from 23% in 1972 to 16% in 1980. In other words, the Province can maintain its present level of financial support to elementary and secondary school costs of education and, throughout the balance of the 70's, have substantial additional funds available for re-allocation to other social priorities.

SAMPLE 2

On Exhibit A. attached, we have displayed the effect of increasing the level of Provincial support for local education from 60% in 1972 to 75% in 1980. With this increased level of Provincial support, the percentage of Provincial budget required to finance this situation would decrease from 23% in 1972 to 20% in 1980. Even this substantial increase in the level of Provincial support could be achieved and still permit the Province to re-allocate approximately 3% of its budget to other social priorities.

SAMPLE 3

On Exhibit A attached, we have displayed the effect of the Province moving from a 60% level of support to local education in 1972 to 100% in 1980. This would require the Province to commit 27% of its total budget to education in 1980 as opposed to 23% in 1972. The purpose of including this example is to demonstrate the general effect on the Provincial budget of financing the total costs of

elementary and secondary school education from Provincial revenues. This should not be interpreted as giving support for any proposal that the Province assume 100% of the costs of local education. It has been submitted as evidence in contradiction of those who believe that the costs of education unless controlled could consume the entire Gross Provincial Product in the early 1980's. The probability is that, with a modicum of control, the costs of elementary and secondary school education will continue within reasonable limits as a result of factors, such as decreasing enrolments and debenture debt charges which will begin to level out and then decline.

Consideration of the effect of various levels of Provincial support for public education would be incomplete without reference to the property tax. This tax, apart from its obvious role of providing a source of revenue for education, fulfils a very important function in the operation of local school systems. By virtue of its direct relationship to the local school educational program and also by its visibility, it encourages local interest and participation in the budget process. Removal of the property tax from the financing of education would eliminate the most effective and sensitive local cost control now in operation. Reducing the excess burden of taxation on property is desirable but removal of the property tax from the field of education would, in our view, be a mistake.

It should be noted that, with Provincial ceilings on expenditures, the local cost control feature of the property tax disappears in school systems which are spending at the ceiling level. Although the ceilings provide a cost control, they do not in our opinion ensure cost effectiveness, efficiency, or fiscal responsibility. Our concern is that they may diminish substantially our ability to adapt to changing community and societal needs within a reasonable response time period.

While on the subject of the property tax we would like to reiterate our support for the concept of two tax bills, one for education and one for municipal purposes. Under the present system of the single tax bill, increased Provincial support for education and the level of local support required for education become lost in the netting of tax levies required for educational as well as municipal purposes.

PROVINCIAL CEILINGS ON EXPENDITURES

Society in Canada, particularly in Ontario, is becoming more pluralistic and individualistic in nature. The education systems, reflecting to a high degree the society which they serve, have moved in the direction of diversity in programs in recognition of the differing needs of individuals. Every school board in the Province, and indeed every neighbourhood school, is striving to provide an educational service which is most meaningful and useful to the community which it serves. The emphasis placed on the community use of schools, on parent and citizen involvement, the increased interaction between the school authorities and the cultural and commercial communities are all manifestations of this trend. The costs will and should vary from school to school within the community, from community to community within a school board, and from school board to school board across the Province of Ontario. Any effort to homogenize the educational system would in our opinion be inconsistent with society's objectives at this particular period in time.

Most researchers who work with econometric models will acknowledge their inability to achieve anything beyond a rough approximation of actual society, and in no instance will they claim that it is possible to model reality. The underlying principle in the ceiling formula approach to budget control is that weighting factors can be devised which will adequately recognize the unique characteristics and needs of the various school systems in Ontario. The ceiling formula approach is defensible only if society is prepared to accept the degree of homogenization of the educational process which must accompany it. Although the 1972 weighting factors represent a vast improvement over those in effect in 1971, the deficiencies therein are staggering. To illustrate. One of the most significant weighting factors relates to salaries. The District School Boards are permitted a seven percent weighting which is alleged to recognize the higher salary schedules which prevail in these areas as distinct from the salary schedules elsewhere in the Province. This is a vast simplification of the actual facts. The District of Muskoka receives a seven percent weighting as distinct from Metropolitan Toronto which receives a zero weighting. But the salary schedule of Muskoka is approximately five percent lower than the salary schedule in Metropolitan Toronto rather than seven percent higher. The influence of this particular weighting factor on the ceilings for these two school systems creates an obvious inequity, for in neither instance does it come close to approximating reality.

Our studies of weighting factors revealed recurring imperfections. The Metropolitan Toronto school system has submitted several briefs to the Department of Education, pointing out the deficiencies in the present ceiling formula and the ceiling formula approach, and urging that other alternatives be explored.

We are convinced that the cost situation through to 1980 is not as critical as many people have been led to believe. We believe that the mechanistic ceiling approach to cost control at the Provincial level will prove so imperfect as to seriously obstruct the ability of school systems to assist the Provincial and Federal Governments to achieve social and economic reforms which they are pursuing. In our view there are alternatives to mechanistic ceilings which will enable the Provincial Government to audit and monitor local operations and thereby ensure expenditure levels consistent with Government policies of a social, cultural and economic nature. We believe that these are alternatives which would be more appropriate to future trends in educational expenditure and more compatible with the major thrust of society today.

ALTERNATIVES TO CEILINGS

On July 29, 1971, a report was submitted to the Board of Governors of the Ontario Association of Education Officials by Mr. W. J. McCordic and the author. It related to a brief to the Minister of Education concerning cost ceilings and reflected a preliminary exploration of the problems inherent in the ceiling limitation approach. It suggested that there were alternatives which might be developed and briefly outlined one to illustrate the point (Exhibit C). This particular alternative did not meet with support because of the general reluctance of the Department of Education to establish pupil/teacher ratios and also its unwillingness to rely solely upon the market-place bargaining process for the establishment of salary

schedules. With regard to the latter point, critics of the idea stated that school boards with a strong assessment base would use their taxing abilities to place their boards in a preferred position over less wealthy boards.

Basic to this argument is the assumption that school boards and elected trustees will continue to function in the future as they have in the past. However, there is strong evidence to the contrary. School Boards today are thinking in terms of multi-year planning, cost effectiveness analysis, program evaluation and public accountability. In the last several years there has developed a level of co-operation among school boards right across the Province which displays a new spirit of responsibility in inter-board relations. It is a brand new development and indicates the style of school board operation which we can anticipate in the future. However, the purpose of this report is not to promote the pupil/teacher ratio alternative. It is used merely to demonstrate that there are, in fact, other alternatives to the mechanistic ceiling approach.

TREND LINE COST CONTROL METHOD

There is one alternative which we feel is worthy of study. For purposes of a name, we have called it the Trend Line Cost Control Method. It is based upon the observation that school authorities are moving in the direction of implementing techniques such as program budgeting, multi-year planning, management by objective and cost effectiveness analysis, which in total suggest a more rationalized and systems-oriented approach to school operations.

The Provincial government itself has embarked upon a program consistent with this approach. The Department of Education, as well as other Provincial Departments, will be required to wrestle with objectives of a long-term nature as well as a short-term nature. These objectives will be the subject of annual review to ensure their compatibility with the overall objectives of the Province in relation to cultural, social and economic goals. The competitive nature of the various goals of society for funds will require all government departments to demonstrate their effectiveness and efficiency in objective achievement.

The Trend Line Cost Control Method would require the Province to establish a trend line for total expenditures on education over a multi-year period of from five to ten years. This trend line would represent a level of total spending on education which from the viewpoint of the Provincial government would be consistent with its fiscal and economic policies. It would reflect the priority which the Province attaches to education in relation to other Provincial priorities. Local school boards would also be required to examine their objectives over a multi-year period and to estimate the levels of expenditure required to attain their objectives. As indicated earlier in this report, local school systems would incorporate therein the objectives related to individual interests as well as social interests. The multi-year forecasts of the Department of Education and the local school authorities would be reviewed and updated annually with a view to the incorporation of the most critical evaluation of society's aims and objectives for education and, in addition, such factors as economic conditions and inflation. The Department of Education's role would be one of monitoring and auditing the local objectives and forecasts and intervening where necessary. Comparison of the local multi-year projections with the Provincial projections would tend to signal in advance critical periods when

financial, accommodation or educational objectives would require special attention. The probability that critical periods would be identified far enough in advance to ensure that sufficient time would be available for corrective measures to be taken would be significantly increased.

The present exploration of this concept has of necessity been cursory. But study of the forecasted expenditures on education to 1980 in the area of elementary and secondary school education lead us to believe that the idea has considerable merit. The advantage of this approach is that it would avoid serious impingement on the interference with those facets of our educational system wherein lies our strength to cope with the future.

SUMMARY

We have attempted to throw some light on the future trend in educational expenditures in elementary and secondary schools in Ontario. With the additional insight which this review of future probabilities in costs has provided, we have next attempted to assess the approach which the Province has embarked upon in terms of cost control and have come to the conclusion that the present treatment will be far more damaging to education in Ontario than the illness. We believe that local school systems are well aware of the need to demonstrate efficient cost-conscious operations and, in fact, have in the past two years made significant progress in this regard. It must be observed, however, that inefficiencies in operation which have developed over the past twenty years cannot be eliminated overnight without a damaging dislocation of existing staffs and educational operations. School Boards are reluctant to discharge staff and prefer to achieve streamlining of service departments and classroom operations by the process of retirements and voluntary resignations, a policy which is not inconsistent with the Provincial Government's efforts to resolve the unemployment problem.

We believe that what is required at this time is an environment in which local school authorities, working in partnership with Provincial authorities, can attempt to cope with the transformation required to maintain pace with the changes occurring in society. Mechanistic cost control techniques, such as the existing ceiling and weighting factor formulae, run the risk of promoting inflexible school systems unable to react quickly to rapidly emerging needs. The Provincial Government is strongly urged to establish long-term objectives and to develop techniques for providing leadership to local school authorities which will be consistent with the aims of society for an equitable distribution of available resources and, at the same time, will promote a more viable educational system unfettered by unnecessary bureaucratic control and reasonably free to concentrate on meeting the changing needs of society.

Prepared by:
Richard I. Thorman, B. Comm., C.A.
April 11, 1972.

THE METROPOLITAN TORONTO SCHOOL BOARD

EXHIBIT A

Projected Operating Costs of Ontario Elementary and Secondary School Education, Related to Selected Levels of Provincial Financial Support to the Year 1980

(All Dollar Figures are Shown in Terms of 1971 Dollars)

GENERAL INFORMATION

	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
GNP ($,000,000,000)	95.700	100.964	106.517	112.375	118.556	125.077	131.956	139.214	146.871	154.949
GNP GROWTH RATES (%)	5.500	5.500	5.500	5.500	5.500	5.500	5.500	5.500	5.500	5.500
GPP ($,000,000,000)	38.300	40.407	42.629	44.974	47.448	50.058	52.811	55.716	58.780	62.013
GPP GROWTH RATES (%)	5.500	5.500	5.500	5.500	5.500	5.500	5.500	5.500	5.500	5.500
PROV BUDGT($BILLION)	4.290	4.728	5.201	5.712	6.263	6.858	7.499	8.190	8.935	9.736
PROV BUDGET RATE (%)	11.200	11.700	12.200	12.700	13.200	13.700	14.200	14.700	15.200	15.700
ELEM $ - ORD/TOT (%)	81.500	81.500	81.500	81.500	81.500	81.500	81.500	81.500	81.500	81.500
SEC. $ - ORD/TOT (%)	85.100	85.100	85.100	85.100	85.100	85.100	85.100	85.100	85.100	85.100
ELEM A. D. E. (000)	1369.000	1348.000	1323.000	1298.000	1277.000	1261.000	1248.000	1242.000	1249.000	1269.000
SEC. A. D. E. (000)	566.000	588.000	607.000	627.000	642.000	652.000	654.000	650.000	633.000	603.000
ELEM TOTAL ED CPP($)	768.100	802.660	838.790	876.530	915.980	957.190	1000.260	1045.280	1092.310	1141.470
SEC. TOTAL ED CPP($)	1338.430	1398.660	1461.600	1527.370	1596.100	1667.920	1742.970	1821.410	1903.370	1989.020
ELEM EDUC ($BILLION)	1.052	1.082	1.110	1.138	1.170	1.207	1.248	1.298	1.364	1.449
SEC. EDUC ($BILLION)	0.758	0.822	0.887	0.958	1.025	1.087	1.140	1.184	1.205	1.211

SAMPLE 1

	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
EDUCATION ($BILLION)	1.810	1.904	1.997	2.096	2.195	2.294	2.388	2.482	2.569	2.660
PROV SUPPORT RATE(%)	55.000	60.000	60.000	60.000	60.000	60.000	60.000	60.000	60.000	60.000
PROV EDUC ($BILLION)	0.996	1.142	1.198	1.258	1.317	1.376	1.433	1.489	1.541	1.596
PROV EDUC/BUDGET (%)	23.220	24.150	23.030	22.020	21.030	20.060	19.110	18.180	17.250	16.390 ****
ELEM ORDINARY CPP($)	626.000	654.170	683.610	714.370	746.520	780.110	815.210	851.900	890.230	930.300
SEC. ORDINARY CPP($)	1139.000	1190.260	1243.820	1299.790	1358.280	1419.400	1483.270	1550.020	1619.770	1692.660

SAMPLE 2

	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
EDUCATION ($BILLION)	1.810	1.904	1.997	2.096	2.195	2.294	2.388	2.482	2.569	2.660
PROV SUPPORT RATE(%)	55.000	60.000	62.000	64.000	66.000	68.000	70.000	72.000	74.000	75.000
PROV EDUC ($BILLION)	0.996	1.142	1.238	1.341	1.449	1.560	1.672	1.787	1.901	1.995
PROV EDUC/BUDGET (%)	23.220	24.150	23.800	23.480	23.140	22.750	22.300	21.820	21.280	20.490 ****
ELEM ORDINARY CPP($)	626.000	654.170	683.610	714.370	746.520	780.110	815.210	851.900	890.230	930.300
SEC. ORDINARY CPP($)	1139.000	1190.260	1243.820	1299.790	1358.280	1419.400	1483.270	1550.020	1619.770	1692.660

SAMPLE 3

	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
EDUCATION ($BILLION)	1.810	1.904	1.997	2.096	2.195	2.294	2.388	2.482	2.569	2.660
PROV SUPPORT RATE(%)	55.000	60.000	65.000	70.000	75.000	80.000	85.000	90.000	95.000	100.000
PROV EDUC ($BILLION)	0.996	1.142	1.298	1.467	1.646	1.835	2.030	2.234	2.441	2.660
PROV EDUC/BUDGET (%)	23.220	24.150	24.960	25.680	26.280	26.760	27.070	27.280	27.320	27.320 ****
ELEM ORDINARY CPP($)	626.000	654.170	683.610	714.370	746.520	780.110	815.210	851.900	890.230	930.300
SEC. ORDINARY CPP($)	1139.000	1190.260	1243.820	1299.790	1358.280	1419.400	1483.270	1550.020	1619.770	1692.660

Prepared by: R. I. Thorman
P. L. Fontaine

March 24, 1972.

THE METROPOLITAN TORONTO SCHOOL BOARD

ASSUMPTIONS IN REGARD TO PROJECTIONS

It is important to recognize that the estimates shown in Exhibit A are projections rather than forecasts. This means that we have simply projected situations which are prevailing or have existed over the recent past without attempting to predict new levels of government expenditure or activity, or changes in government policy. An exception to the above approach is in the area of Provincial support to school boards, where we have offered a range of possibilities. Another exception is that where published forecasts exist, such as those for enrolment, they have been used as long as that information coincides with our own expectation of future conditions.

1. Elementary and Secondary teachers' salaries have been projected to increase at 4½ percent per annum in real or constant dollars; i.e., adjusted for inflation, to the year 1980.

2. The ratio of teachers to the average daily enrolment has been assumed to remain constant over the next ten years.

3. The relationship between teachers' salaries and all other operating costs has been assumed to remain constant to the year 1980. The total operating cost per student has been projected by increasing those costs at the same rate as teachers' salaries; i.e., at 4½ percent per annum per student (avg. daily enrolment), in real dollars.

4. The gross national product of Canada has been projected to increase at a rate of approximately 5½ percent per annum in real dollars to 1980.

5. The gross provincial product of Ontario has been projected at approximately 40 percent of the GNP of Canada to 1980.

6. Spending by the Ontario Provincial Government has been projected to increase over the next ten years at the same rate as over the previous ten years; i.e., at an increase of .5 percent relative to the GPP of Ontario, per annum.

Prepared by: R. I. Thorman
P. L. Fontaine

March 24, 1972.

EXHIBIT C

EXCERPT FROM A REPORT TO THE BOARD OF GOVERNORS OF THE ONTARIO ASSOCIATION OF EDUCATION OFFICIALS DATED JULY 29, 1971

RE: Brief to the Minister of Education Concerning Cost Ceilings

We believe that the formula which is described herein recognizes the following essential principles and facts:

1. Educational expenditures in Ontario need to be controlled.

2. The statutes provide full authority to the Department of Education to supervise and control the expenditures of local authorities.

3. Controls should be imposed in such a way as to interfere least with the autonomy of the local school authorities.

4. The popular concensus that education expenditures need to be controlled injects a continuing constraint in the political process at all levels.

5. The Provincial formula for controlling educational expenditures should be simple, based upon available data produced by existing data systems, easily understood and sufficiently flexible to enable school board expenditures and budgets to be responsive to the everchanging general economic environment. Sophisticated and complex formulae which require a lot of detailed data tend to be unresponsive to a changing economic environment. They react rather than predict.

6. Insufficient data is presently available to permit any educational authority at any level to analyse adequately the situation and to develop formulae sensitive to the individual situations.

7. Boards, whose present levels of expenditure are greater than other boards, should be encouraged to mark time, while boards with lower levels of expenditure should be permitted to increase their expenditures under a system of control or staging. Until such time as it can be demonstrated that the boards with the higher levels of expenditure are acting irresponsibly, inefficiently, without justification and without adequate fiscal acumen, it should not be assumed that the level of expenditure of these boards is inappropriate and should be reduced.

8. Salary negotiations should be the process of employers and employees bargaining in a meaningful and effective way at the local level. The communities in which the bargaining takes place should be sufficiently involved in order to ensure that the salary schedules agreed upon bear some relationship to the community levels of remuneration and to the ability and willingness of the communities to finance them.

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9. Enrolments in the public school system are stabilizing across the Province and this will have a stabilizing effect on costs.

10. The supply and demand for teachers has altered substantially in the last several years. Whereas previously there was a shortage of qualified teachers, there is now an ample supply. This has reduced competition among school boards for available teachers.

11. Boards throughout the Province whose expenditures were in excess of the ceiling established in 1971 effected a considerable streamlining and cost improvement in their operations.

12. The excellence of educational institutions in this Province at this point in time is in no small measure due to our heritage of democratically elected school trustees exercising local autonomy in the determination of the quality and extent of education in their own area.

FORMULA

The formula applies only to ordinary expenditures and is divided into parts A and B. It is designed to implement the objective of the Province of Ontario to control educational spending and is based upon the principles enunciated above.

PART A

This part of the formula relates to expenditures which would be charged to the Uniform Code of Account function of "Instruction" under Day School Regular - Salaries and Wages, Special Education - Salaries and Wages and the Fringe Benefits related thereto.

T.S.A.	X	$
(Factor 1)		(Factor 2)

FACTOR 1 - T.S.A.

T.S.A. signifies teaching staff allotment. Pupil-teacher ratios and class sizes are an integral factor in the costs of education. Because education is a process with a high labour content, changes in pupil-teacher ratios or class sizes can have a very significant effect on the costs of education as well as on the quality of education. This formula is based upon the premise that the cost of education can be controlled through controlling this factor.

It is envisaged that the Province would establish, each year, a listing of the various types of classes in the regular grade and special education programs and would assign thereto an appropriate standard for pupil-teacher ratio. This listing would be used for purposes of computing the ceiling limitation on expenditures only and is not intended to inhibit a board from deploying its staff in whatever way it feels required in its schools. Establishment of these "standard" ratios at the Provincial level, would provide a focal point at which the educational philosophi and opinions of teaching groups, elected representatives, research bodies and the

general public could be merged, and where generally accepted points of view could be examined and evaluated. This is an area in which the Department of Education has developed experience over past years and where course weightings in Special Education and in other areas already exist.

FACTOR 2 - $

Earlier in this report it was observed that there are many influences at work today in the local scene which encourage a level of fiscal responsibility which has been difficult to attain in the past. In recent years, we have witnessed hard-nosed bargaining by school boards throughout the Province with brinksmanship the rule rather than the exception. Trustee organizations have become more organized and effective in marshalling the views of communities in this very important area of educational cost. For example, in Metropolitan Toronto in 1971, the School Board, on a voluntary basis, elected to discuss with the Ontario Trustees' Council a salary proposal for teachers which it contemplated making to its staff prior to the offer being made and on the understanding that the offer would not be made unless a majority of the boards in Ontario were prepared to indicate their endorsation.

The altered approach to salary negotiation promoted and necessitated by the current situation coupled with the improved supply of teachers, virtually ensures a fiscally responsible and effective bargaining process at the local level in the majority of the school boards in Ontario. The concept of the "market-place" or the local area as the location in which the salary schedules are developed, ensures salary scheduling which will reflect regional differences in cost of living and other related factors. Salary schedules worked out at the local level will reflect local reaction and issues and will more likely prove to be acceptable to local residents who can, by observation of the process, understand and appreciate the difficulties involved in negotiation and can feel a measure of involvement which they would not feel if salary schedules were established at a Provincial level.

PART B

This part of the formula relates to all other areas of ordinary expenditure not included in Part A. The basic principle in this section of the formula is that boards, whose expenditures are at the higher level, should be encouraged to mark time, with additional expenditures being limited to appropriate increases in salary schedules and increases in the cost of goods and services. School Boards that are spending at a lower level should be permitted to expand these supporting services, but with certain limitations on the extent to which they might increase expenditures in these areas in any one year. In order to identify those boards that are spending at the higher level as distinct from those boards that are spending at a lower level, it is proposed that a bench-mark relationship be identified. For purposes of this report, this is taken to be one-half of the amount generated in the formula under Part A as applied to each board. School Boards spending in excess of this bench-mark amount would be considered to be boards spending at a higher level and boards spending below this bench-mark position would be considered to be boards spending at the lower level.

The formula is as follows:

Key to Terms

x = Instructional Salaries & Wages - Day School Regular and Special Education plus Fringe Benefits related thereto.
py = Previous Year
by = Budget Year
SE = Ordinary expenditures less Instructional Salaries and Wages - Instructional and Special Education plus Fringe Benefits related thereto.
ADE = Average Daily Enrolment.

Formula

(1) If $\frac{SEpy}{ADEpy}$ was less than $\frac{\frac{1}{2} \times py}{ADEpy}$, $\frac{SEby}{ADEby}$ cannot be greater than 115%* $\frac{SEpy}{ADEpy}$

(2) If $\frac{SEpy}{ADEpy}$ was greater than $\frac{\frac{1}{2} \times py}{ADEpy}$, $\frac{SEby}{ADEby}$ cannot be greater than 106%* of $\frac{SEpy}{ADEpy}$

* The above percentages would be established by The Department of Education and would be applicable throughout the Province.

ADVANTAGES IN THE FORMULA PROPOSED:

1. The Province would not be required to develop location weighting factors. Regional differences in salary schedules for teaching staff and for other personnel would be determined by the negotiation process in each area and would be influenced by the availability of labour, local costs of living, and the willingness and ability of the community to fund the education system serving them.

2. The Province would not be required to develop a Provincial salary schedule for teachers and/or non-teachers with the resultant problems of providing for regional differences.

3. The Province would not have to develop sophisticated formulae which could not be tested adequately in the present situation where data is either not available or is of a quality to render it extremely suspect.

4. The Province could exercise control over the level of expenditure without the necessity of assuming a centralized role in the process. Rather the Province could concentrate upon auditing and monitoring the activities of the local school boards to ensure that they were, in fact, operating in a fiscally responsible manner and in harmony with the overall objective of the Province to corstrain expenditures.

5. Local school boards would become more responsive to the wishes of the local ratepayers. This would remove one of the major causes for the pressures which have been directed at the Province and which have been generated by local groups feeling that they are unable to influence the operations of local government in the area of educational spending.

6. Educational Services and programmes would be more responsive to the needs of local communities.

SUMMATION

The formula proposed in this report is representative of an approach to the control of the costs of education in this Province. It is designed to promote fiscally responsible local autonomy as opposed to a more centralized approach. It is advanced as an interim solution to the problem of developing ceiling limitations on expenditures with applicability across the Province. It puts control of the essential ingredient of cost control in the hands of the Province, namely pupil-teacher ratios. It is based on strong recent evidence that the majority of school boards in Ontario have the ability to act in a fiscally responsible and co-operative manner. To assume any other position, at this point in time, is to conclude that the present system of democratically elected local representatives possessing the authority to influence their own destiny and to build the kinds of communities which their residents desire and are willing to support financially is no longer a workable arrangement. The alternative to this is an increase in Provincial control and centralization of fiscal and policy determination.

The formula approach in this report, if adopted, would only serve until such time as a more sophisticated approach to fiscal planning and educational management could be implemented. Program budgeting and other techniques are presently being explored and perhaps future approaches to controlling the costs of education may lie with these techniques.

"Organizations & Groups"

BRIEF #42 (Supp.)

The Metropolitan Toronto School Board

155 College Street
Toronto 130, Canada
Telephone (416) 863-9620
A. G. Gillespie, B.A., B.Paed.
Director & Secretary-Treasurer

February 16, 1973

Dr. J.R. McCarthy
Executive Director
Committee on the Costs of Education
Suite S 944
252 Bloor Street West
Toronto M5S 1V6

Dear Sir,

The enclosed letter is provided in reply to your request for a response to Interim Report Number Two.

Yours very truly,

A.G. Gillespie

A.G. Gillespie
Director & Secretary-Treasurer

AGG/wm

February 14, 1973

The Metropolitan Toronto School Board

155 College Street
Toronto 130, Canada
Telephone (416) 863-9620
A. G. Gillespie, B.A., B.Paed.
Director & Secretary-Treasurer

The Honorable T. Wells
Minister of Education
Ministry of Education
Mowat Block
Queen's Park, Toronto

Dear Sir,

Comments from The Metropolitan Toronto School Board on Interim Report Number Two of the Committee on the Costs of Education

The Metropolitan Toronto School Board has studied the above report and submits the following response.

The Recommendations are clearly designed to cut capital expenditures and to transfer control over capital expenditures from local authorities to the Ministry of Education, both in matters of financing capital building projects and in establishing spatial and quality/cost standards for sites and facilities. The underlying philosophy of the report as well as its specific recommendations make us extremely apprehensive about the future viability and responsiveness of local school systems to the needs of the communities which they serve.

Since its inception in 1953, The Metropolitan Toronto School Board has struggled to achieve a workable balance between the need for central co-ordination and financial planning, and the need to provide local authorities with the leeway to meet the accommodation requirements dictated by local situations. Space and quality standards were developed which were designed to provide adequate facilities in most instances. However, local authorities have always had the option available of levying funds for requirements above the standard, where these seemed necessary in view of the particular circumstances. Because the local authorities had been involved in the development of the standards, there were very few instances where the funds provided for the standards did not provide accommodation adequate to the needs of the specific community. However,

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the fact that there were instances where boards considered the available funds inadequate to meet the local needs, validates the approach which we have adopted. It has taken much time and patience and a great deal of experimentation to achieve our present state of sensitivity to the principles of local autonomy and equity. In our opinion, implementation of the report would be a retrograde step for the Metropolitan Toronto School system which has struggled for a number of years with a problem similar to that which the Province is facing on a larger scale. We believe that some of the lessons which we have learned through experimentation have validity at the Provincial level, as the Province moves to exercise a greater degree of control over capital spending. If the report were implemented, it would leave local authorities with no real powers to influence decisions about capital expenditures and with no recourse from the decisions made at the Provincial level.

Planning for our future capital requirements up to this point in time, has forced us to analyse in depth the deficiencies in our present facilities and in addition, our requirements for accommodation to meet developing land areas. As we have worked to achieve a reasonable balance between renovation, replacement and additional accommodation and site needs, we have had to operate within tight constraints in terms of the availability of debentures and current funds. Our approach allows us to maintain the present status quo. In total, the overall condition of our accommodation is neither becoming progressively improved nor deteriorated. Our projections of future capital requirements which have been developed in accordance with the above approach will not be met if many of the recommendations in this report are adopted. With all due respect, we are obliged to oppose the tenor of the report and many of its recommendations.

The recommendations which are submitted herein are based on our firm belief that economy and effectiveness in the expenditure of capital funds at the local level can be encouraged only when local governments have a direct financial responsibility in the provision of the funds. We believe that the needs of each school board in Ontario are unique. If the facilities required by a board are to reflect that board's interpretation of its educational needs, it must have some freedom in the provision of school accommodation. We respectfully request that our recommendations be considered seriously for they have vital implications, not only for Metro in the short term, but for all regional governments in the long run.

The remainder of this letter consists of our specific comments to each of the twenty-two recommendations.

The following recommendations are endorsed without qualification.

2. EACH BOARD ANALYZE ANTICIPATED DEVELOPMENTS WITHIN ITS JURISDICTION AFFECTING SCHOOL ENROLMENT; SUCH STUDIES TO BE BASIS FOR BOARD'S PROJECTIONS.

5. BUILDING PROPOSALS TO INCLUDE A DETAILED AND FULLY DOCUMENTED JUSTIFICATION.

8. EXPENDITURES FROM CURRENT BOARD FUNDS FOR SITES AND CAPITAL BUILDING PROJECTS, WHEN NOT ELIGIBLE FOR GRANTS, BE SUBMITTED TO THE MINISTRY FOR INFORMATION.

10. CENTRAL AGENCIES LIKE FIRE MARSHAL, AIR MANAGEMENT, HEALTH IN COOPERATION WITH MINISTRY MAINTAIN AND REGULARLY REVISE THEIR SPECIFICATIONS RE SCHOOLS. CONTROL TO BE THE RESPONSIBILITY OF THE SCHOOL PLANT APPROVALS SECTION OF THE MINISTRY.

16. ACTUAL COST OF A SCHOOL BUILDING BE ACCEPTED FOR GRANT PURPOSES FOR ANY PROPOSAL APPROVED AFTER JANUARY 1, 1973.

We are in general agreement with Recommendations 1, 3, 4, 6, 7, 9, 11, 12, 13 and 19 but wish to elaborate or qualify our endorsation in each case.

1. DEVELOPMENT BY THE MINISTRY IN PLANNING AND RESEARCH BRANCH THE ABILITY TO SYSTEMICALLY ANALYZE INFORMATION, POPULATION TRENDS, AND DECISIONS FROM ALL AUTHORITIES, ESPECIALLY NATIONAL AND PROVINCIAL GOVERNMENTS LIKELY TO HAVE A BEARING ON SCHOOL ACCOMMODATION. THE RESULTS OF THIS ANALYSIS WOULD BE MADE AVAILABLE ANNUALLY TO SCHOOL BOARDS.

One quarter of the Provincial elementary and secondary school enrolment resides in the Metropolitan Toronto area. The school boards of the Metro area have planning staffs who are familiar with the fluidity of development and population in this densely populated urban area. Our staffs have developed close working relationships with municipal planning boards who are most intimately involved with the direction and pace of development. While an annual compilation of information would be useful, in our opinion the assembly of planning information is best done at the local level on an ongoing basis. This is particularly true for an area such as Metro. School Board planning is an on-going process not an annual one, and school officials must be aware of the day-to-day developments in order to ensure effective future planning. In our opinion, the data which are generated to reflect changes taking place in local communities should be gathered,

maintained and stored as close to the source as possible. Duplication of files at various levels of authority leads to costly administrative procedures to maintain file accuracy and to validate file reports. Responsibility for these files should be fixed in one authority, with all appropriate authorities being guaranteed the right of access to the information. This is the only way to ensure file accuracy and up-to-date information. This point is relevant wherever in the interim report it is suggested that several authorities maintain duplicate files.

3. MINISTRY AND BOARDS TO DEVELOP AND MAINTAIN A COMMON INVENTORY CHECK LIST OF ALL PUPIL ACCOMMODATION AND OTHER SPACE.

A great deal of information already exists about the state of our physical facilities. Some boards have a plant inventory such as that recommended. Some Metro-wide data exists, for example:

AGE OF PUPIL ACCOMMODATION -- 1969*

	Pre 1919	1919-1945	1945-1969	Total
Elementary	27,420	34,535	225,411	287,366
Secondary	6,096	21,132	103,003	130,231
Total	33,516	55,667	328,414	417,597

Thus, out of a total of 417,597 pupil places, 89,183 were built prior to 1945.

*Pupil places in this table are derived according to the pupil loadings set forth on pages 803 and 804 of the Capital Grant Plan 1971. There has been no adjustment for the smaller size of classes in special education classes, inner city schools or for the impossibility of timetabling all rooms to capacity throughout the day. A ten per cent reduction for these factors was used in the report; thus our 'effective accommodation' was 375,837 pupil places in 1969.

GROSS AREA OF ALL BUILDINGS - 1972

	Over 35 years old	Total
Elementary	4,289,435	22,278,593
Secondary	2,455,089	18,274,445
Total	6,744,524	40,553,038

Thus, 16.63% of the space in all our buildings was over 35 years old in 1972. This is some 154.8 acres of building.

A complete up to date inventory of all school accommodation is planned as part of a Renovation-Replacement Study in the Metropolitan Area. We intend to cooperate with the Ministry in executing this study so that it will yield results compatible with other boards throughout the Province. The Metro accommodation inventory would be part of the common inventory of the Ministry.

4. CHIEF EXECUTIVE OFFICER TO REPORT ANNUALLY TO HIS BOARD THE RATE OF UTILIZATION OF ALL TEACHING AREAS AND OTHER SPACE SHOWN IN INVENTORY CHECK LIST.

Table 8, page 51 of the Interim Report, shows that the projected utilization of elementary classrooms remains consistently in excess of 100% through 1981.

The equivalent information for secondary schools is presented in Table 12, page 66 of the Interim Report. It projects utilization rates in excess of 120% from 1974 through 1981 for York County including Metropolitan Toronto. The rates may be even higher for Metropolitan Toronto because the York County data, excluding Metropolitan Toronto, are consistently below 100%.

Relatively little vacant accommodation is projected for the Metropolitan area through 1981.

We also wish to point out that in 1969-70 school year, 8.6% of our total enrolment was accommodated in portables. During the current year, the figure remains in excess of 6%.

Year	Number of Portable Classrooms	Enrolments
1967	1,072	371,963
1968	1,099	379,884
1969	1,153	388,896
1970	1,220	396,404
1971	1,145	398,277
1972	1,084	398,492

The Metropolitan Toronto School Board

The Metropolitan Toronto School Board has deliberately employed portable classrooms to handle the enrolment bulge and to avoid overbuilding. Several boards of education in the Metropolitan area have had portables at most schools between 40 and 70 percent of the time over the past decade. We are now retiring obsolete wooden portables as enrolments stabilize.

6. TOTAL CLASSROOM ACCOMMODATION IN SAME GEOGRAPHIC AREA SERVED BY PUBLIC SCHOOL BOARD AND SEPARATE SCHOOL BOARD BE BASED ON TOTAL ENROLMENT OF THE TWO BOARDS. EACH BOARD TO CONSULT WITH THE OTHER TO DETERMINE IF NEEDS CAN BE MET BY COOPERATIVE EFFORT.

We endorse the concept of sharing with minor reservations. These were offered to the Study Team on Sharing of Facilities in a presentation from our Board on January 19th. A copy of our comments constitutes Appendix 'A'.

7. BASIC ALLOWANCE FOR SPACE AND EXPENDITURE FOR A CAPITAL PROJECT BE DETERMINED BY THE NUMBER OF SQUARE FEET PER PUPIL AND A DOLLAR AMOUNT PER SQUARE FOOT SPACE. THE MINISTRY'S SCHOOL PLANNING AND BUILDING RESEARCH SECTION WOULD UNDERTAKE STUDIES TO DETERMINE THE DOLLAR ALLOWANCES.

The recommendation of the committee is compatible with the Ceiling Cost Formula of the Metropolitan Toronto School Board. The differences that have existed between the method followed in the Capital Grant Plan and that used within Metro have been the source of much difficulty. (See Appendix 'B').

The dollar amount per square foot of predesignated quality is difficult to establish precisely in advance of tendering. Costs can fluctuate widely as a result of the level of activity in the construction industry, the extent of competition among bidders, regional cost differentials arising from building codes, etc. Average costs from previous years are poor predictors of future costs. A solution might be to use space/quality specifications and a target cost range. The range might be developed by analysis of similar projects in the preceding two years. A range for target costs on a square foot basis would provide cost control. Analysis of variant tenders would prevent unnecessary redesign or sacrifice of essential quality where unforeseen market conditions produced tender costs outside the target range.

We believe that it is essential that any accommodation standards be developed by local school board personnel working in cooperation with Provincial authorities. Accordingly we recommend statutory provision for meaningful participation by school board personnel in the development of standards for space allowances and quality/cost standards.

9. MINISTRY TO CONTINUE TO PROVIDE ADVICE TO BOARDS IN PLANNING SCHOOL NEEDS WITH UP TO DATE REALISTIC GUIDELINES AND STANDARDS.

One of the prime purposes of the SEF building project was to develop buildings which were efficient and economical in the long run. The intent was to provide accommodation which gave the best dollar value over the full life of the building. Overall performance was to be weighed against the combined costs of initial construction, ongoing operation and maintenance and periodic renovation. But to assess the SEF schools properly, it will be necessary to compare their long term cost/benefit performance with schools built in other periods and under different circumstances.

We will be glad to have any of our 600 schools included in the proposed long term cost studies.

11. COST DIFFERENTIAL FOR CONSTRUCTION IN NORTHERN ONTARIO BE CONTINUED. STUDY SHOULD BE GIVEN TO POSSIBILITY OF EXTENDING COST DIFFERENTIAL TO SOME AREAS OF SOUTHERN ONTARIO AS WELL.

The School Board has supported this position for many years and we are encouraged to see it included as a recommendation. High costs of construction in Metro result from difficult site conditions (traffic, hoarding, bylaws, etc.) and from high labor rates (including travel allowances). They result as well from the fact that most of our schools are multi storey (small, expensive sites), and many have been designed with a high degree of flexibility (long spans and relocatable partitions). This board's position on the importance of quality construction was set forth last in a letter dated June 28, 1972 to the Minister of Education in regard to The Capital Grant Plan 1971. A copy of the letter is attached as Appendix 'B'.

12. MINISTRY TO ESTABLISH MINIMUM SIZE FOR SCHOOL SITES. WHEN CONSIDERING SITES, BOARDS, COUNCILS, RECREATION, PARKS, LIBRARY SHOULD WORK COOPERATIVELY AND WHEREVER POSSIBLE, ESTABLISH A COMMON SITE TO ACCOMMODATE A VARIETY OF FUNCTIONS.

The Area Boards in Metropolitan Toronto currently own about 4,000 acres of land. Approximately 400,000 pupils are accommodated on these sites. This is less than half the amount of site recommended in the Interim Report. According to the admittedly conservative standards set forth on page 89 of the report, we should have 8,365 acres of school sites.

Most sites are not only restrictive in size but have relatively high building coverage. Our sites carry some 800 acres of enclosed floor space. The usable playing space is further reduced by the presence of more than 1,000 portable classrooms. Many school sites are intensively used as community playgrounds because of the lack of adequate parklands and other public open spaces. Increasing the size of our small school sites to minimum standards considered necessary from an educational standpoint is highly desirable. To date we have not been able to find sufficient funds to enable us to do anything but make a meager beginning in enlarging our smaller sites. To provide children of Metropolitan Toronto with the size of site recommended in the Interim Report

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would require between one and two billion dollars of capital. The recommendation of the interim report ignores this problem, leaving the financing entirely as our responsibility and at the same time, reducing our ability to finance our present program of site extension by proposing a reduction in the limit of capital expenditures from current funds. In Metropolitan Toronto as in any other built-up area, the enlargement of school sites is a process which usually involves the expropriation of private housing. In order to avoid the disruption of families and the resultant negative public pressures, the School Board has attempted to diminish the educational handicaps ancillary to small sites through such methods as roof-top playgrounds, indoor sports facilities, underground service areas and other features which have added to the cost of constructing the school building itself. (This matter is discussed at further length in Appendix B, of this report. Local authorities need a measure of financial leeway to meet the needs dictated by local conditions.

13. THE PLANNING ACT SHOULD BE FURTHER AMENDED TO PROVIDE THAT WHERE PARK LAND ADJOINS A SCHOOL SITE, THE PARK SHOULD CONTINUE IN USE AS LONG AS THE SCHOOL IS USED.

We endorse the recommendation but suggest that the end might be attained as well by giving boards of education the right of first refusal over adjacent publicly owned lands.

19. MUNICIPALITY OF METROPOLITAN TORONTO ACT BE AMENDED TO ALLOW THE METRO BOARD TO ISSUE DEBENTURES TO FINANCE CAPITAL BUILDING PROJECTS (RATHER THAN APPLY TO METRO COUNCIL).

The debt situation of the School Board has improved steadily in recent years. Despite the assessment freeze which is to be lifted in 1975, our debt/assessment ratio is now better than at any time since 1967.

Year	Total Debt	Assessment	Debt as Percentage of Assessment
1967	282,925,424	4,858,047,000	5.82%
1968	303,016,857	5,048,741,000	6.00%
1969	346,440,551	5,244,338,000	6.60%
1970	326,354,182	5,473,283,000	5.96%
1971	333,683,869	5,792,258,000	5.76%
1972	337,000,000	5,907,829,000	5.70%

Another measure of financial ability is the proportion of current budget that is used to pay debt charges (interest and principal). Again this ratio has improved steadily since 1967.

Year	Debt Charges	Current Board Budgets	Debt Charges as a percentage of Current Budgets
1967	31,891,435	229,677,605	13.88%
1968	34,766,185	269,699,223	12.89%
1969	37,332,824	302,719,176	12.33%
1970	41,727,196	334,921,582	12.45%
1971	43,136,763	369,762,646	11.66%
1972	45,616,455	391,948,123	11.63%

While we agree that this School Board should have the same rights as other boards in regard to the issuance of debentures, and while we believe that we have the financial ability, we are in doubt as to the purpose that would be served if Recommendations No. 16 (100% of actual cost to be accepted for grant purposes) and No. 20 (Ministry to pay 100% of debt charges) were also implemented. The Ministry would then have full responsibility for financing capital expenditures.

The Metropolitan Toronto School Board does not endorse Recommendations 14, 15, 17, 18, 20, 21 and 22. Our reasons for disagreeing with these recommendations are offered for the purpose of persuading the Ministry to avoid implementing these recommendations and to pursue more acceptable courses of action.

14. AMOUNT OF CAPITAL MONEY FOR NEW ACCOMMODATION SHOULD BE LIMITED TO $50 MILLION PER YEAR FOR THE PERIOD 1973-1981, A REDUCTION OF $109 MILLION FROM 1972.

15. NEW CRITERIA FOR APPROVAL OF BUILDING PROPOSALS SHOULD PROVIDE FOR ESSENTIAL ACCOMMODATION ONLY. NO APPROVALS BEYOND $50 MILLION IN ANY ONE YEAR.

Our concern is that a limit of 50 million would not allow this School Board to provide new facilities, renovate obsolete facilities or replace worn out facilities according to our needs.

The replacement value of our physical plant for insurance purposes is $1,018,142,000. On a 50 year replacement cycle it would be necessary to replace 2% (20 million) of the physical plant annually. Ten million dollars of replacement per year puts us on a 100 year replacement cycle.

Today there are, in the Metropolitan area, 23,594 elementary and 5,461 secondary pupil places that were built prior to 1919. The Interim Report indicates that the average cost of elementary pupil place is $1,632 and of a secondary pupil place $3,742. At these values, which may be low for the Metropolitan area, a sum of (38,505,408 + 20,435,062) $58,940,470 is required merely to replace the accommodation we are now using that was built prior to 1919. Another (52,535,712 + 77,650,242) $130,185,954 is required to replace accommodation built between 1919 and 1945. Thus, at current Province-wide average prices, some $189,126,424 would be needed to replace accommodation built prior to 1945, and this would still leave 6% of our enrolment in portables.

Furthermore, to make use of space which becomes vacant and to provide an adequate school program to all citizens, it seems wise to convert vacant space to library resource centres, general purpose rooms, junior kindergartens, etc. where these facilities do not already exist.

Obsolete accommodation is a drain on current budgets in the form of increased maintenance costs. If the maintenance costs of our three Area Boards which have a high proportion of old schools were the same as the other three Area Boards, we would save approximately 5.5 million dollars annually.

While a portion of this difference results from higher labor rates in some areas, we believe that the bulk of the extra cost in the three urban boards is attributable to the age of their buildings. More than half their pupil accommodation was built prior to 1945.

Boards	Enrolment	Proportion of Accommodation Built prior to 1945	Cost per pupil of Maintenance	Maintenance as % of Current Budgets - 1972
3 Urban	144,806	50.89%	$ 75.49	8.91%
3 Suburban	254,767	3.40%	$ 36.91	4.33%

In the three urban Area Boards, maintenance of schools costs 1½ million dollars more per year for 100,000 fewer pupils. This is part of the hidden cost of obsolete facilities. The cost of deferred maintenance was made clear to this School Board in 1972 when the Ontario Municipal Board ordered the Metropolitan Toronto School Board to provide funds to install stairtowers in a number of old schools in Toronto. That program alone will cost some $3,195,500 without providing any improvement in the learning environment.

New accommodation is still required in some suburbs and where areas are being redeveloped with higher densities. New development does not proceed evenly year after year but rather in bursts and lags. Thus, our capital requirements will necessarily fluctuate from year to year.

Our current estimates of capital requirements over the next five years are presented in Appendix 'C'.

It is essential that the Ministry allow us to debenture the funds necessary to maintain our building stock in good condition and to meet the accommodation needs of the students entrusted to our care.

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17. NO EXCESS EXPENDITURE BE PERMITTED OVER AND ABOVE THE BASIC ALLOWANCE RECOMMENDED IN NO. 7. ACCORDING TO NEW MINISTRY FORMULA FOR AREA PER PUPIL AND DOLLAR PER SQUARE FOOT.

We wish to establish that the Capital Program of the School Board has consistently reflected the best compromise between accommodation needs and availability of funds. Variation in the size of the Capital Program over recent years reflects the School Board's responsibility in this area.

CAPITAL PROGRAM IN RECENT YEARS

1967	$ 81,196,742
1968	67,496,146
1969	80,684,448
1970	58,998,548
1971	50,826,184
1972	40,470,155
1973	42,931,062

We cannot endorse Recommendation No. 17 because we do not know whether the standards to be developed will be compatible with those of the 1972 Ceiling Cost Formula of the School Board. Our concern with acceptable standards for area, quality and costs was last set forth on June 18, 1972. In that letter (Appendix 'B') we set out our position. Nothing has happened in the interval which would lead us to alter that position. We believe that we must continue to have the right and the financial resources to build to the standards which are deemed necessary and have proven satisfactory in Metropolitan Toronto.

18. BOARDS SHOULD BE ALLOWED TO CONTINUE TO MAKE ARRANGEMENTS WITH LOCAL AUTHORITIES FOR POOLS, LIBRARIES, AUDITORIA, ETC., PROVIDED THAT TOTAL CAPITAL FUNDS COME FROM THE MUNICIPAL AUTHORITY. BOARD TO ASSUME REASONABLE SHARE OF OPERATING COSTS IN RELATION TO USE.

Practice in regard to sharing the capital costs for pools, auditoria, etc. has varied from time to time and between municipalities. In most cases, the Area Boards have complete use of such structures during school hours. Satisfactory financial arrangements have always been worked out between the boards and the municipalities to meet local conditions. Increasing community use of school facilities involves the school in closer working relationships with other municipal and community agencies.

Recommendation No. 18 would prevent Area Boards from sharing capital costs with municipalities for community facilities. This is absolutely contrary to established practice at the local level. It is clearly at odds with the position of the Ministry of Education as stated by the former Minister, Honorable Robert Welch, in his presentation to the Select Committee on the Utilization of Educational Facilities on January 26, 1972. With respect to the Kensington Community School, the Minister said that "The Department has expressed keen interest in this project and has provided the means by which the building is assured of adequate financing." He went on to say that the Ogden Public School in Thunder Bay "was supported enthusiastically by the Department both from a grant-sharing and from a planning point of view."

Furthermore, during 1972, revisions to the legislation were made which specifically enabled school boards and municipalities to enter into mutually acceptable agreements about the provision and operation of facilities for 'cultural, recreational, athletic, educational, administrative or other community purposes'. Recommendation No. 18 would remove from the School Board the power to share capital costs for community facilities - a power granted the board under existing legislation.

It is our considered opinion that the principle of sharing, which the committee endorses in regard to operating expenses, is equally valid in the case of capital expenditures. This should apply to renovation projects as well as to totally new facilities.

20. MINISTRY TO REPAY 100% OF ANNUAL PRINCIPAL AND INTEREST ON DEBENTURES ISSUED BY BOARDS AFTER JANUARY 1, 1974.

The report stressed that this recommendation is contingent upon the firm maximum of 50 million of capital funds per year being accepted. We do not endorse Recommendations 14 and 15 concerning the 50 million annual limit for reasons offered previously, nor can we endorse Recommendation No. 20 that the Ministry assume 100% of debenture debt charges. It is essential that the standards to be set by the Ministry concerning area, quality and costs be adequate for our purposes. As already indicated, we believe that a portion of all capital expenditures should be financed from local revenues, either by repayment of debenture debt charges, or partial financing from current funds. Related to this is our concern that the present limitation and definitions of current funds for capital purposes not be further restricted. (See comments on Recommendation No. 21). These provisions are essential to safeguard the principles of local autonomy and equity which are the cornerstones of the Metro federation.

21. APPROPRIATE SCHOOL ACTS BE AMENDED TO REDUCE BOARD EXPENDITURE FROM CURRENT FUNDS FOR PERMANENT IMPROVEMENTS FROM EQUIVALENT OF 1 MILL IN THE DOLLAR ON EQUALIZED ASSESSMENT AT EACH LEVEL TO 1/2 MILL. (IN METRO FROM 2 MILLS TO 1/2 MILL ON CURRENT ASSESSMENT.)

With reference to Current Funds for Capital Purposes, the Report asserts that 'The School Board has not made expenditures of anything like this magnitude...', page 112. In fact, the Board has spent more than 99% of what it was allowed to spend. It is the opinion of the Board that 'pay as you go' is a policy which should be followed whenever possible for the simple reason that in avoiding the payment of interest we obtain $1 worth of building for every $1 we spend.

HISTORICAL DATA 1959 to 1972

	Elementary $	Secondary $	Total $
Total Current funds available under Statutory limitation 1959-1972 inclusive (including proceeds from disposal of assets)	80,177,111	85,054,242	165,231,353
Total current funds expended 1959 to 1972 inclusive			
a. Metro Board portion	46,566,839	60,803,654	107,370,493
b. Area Board portion	33,266,368	23,548,139	56,814,507
	79,833,207	84,351,793	164,185,000
Percentage of available funds expended	99.57%	99.18%	99.36%

The effect on Metro's 1972 Debt Charges if the Metro Board portion of current funds expended in each year from 1959 to 1972 inclusive had been debentured, would be to increase the amount as follows:

	Elementary	Secondary	Total
Principal	1,248,577	1,558,153	2,806,730
Interest	2,751,715	3,589,267	6,340,982
Total	4,000,292	5,147,420	9,147,712

Existing Rules Discriminate Against Metro

Application of the statutory limitation under the Metro Act in 1972 produces the following (excluding proceeds from disposal of assets):

Elementary 2 mills on 5,639,743,946	=	$ 11,279,488
Secondary 2 mills on 6,175,912,934	=	12,351,826
		$ 23,631,314

The purchase of furniture, equipment and buses falls within this limitation. (Except for Schools for Retarded).

Prior to 1967, the limitation in Metro was based on ½ mill for each panel.

The assessment used is the total assessment of the current year (i.e. 1971 roll for 1972 taxation)..

If Divisional Board rules had applied to Metro the limitation in 1972 would have been:-

Elementary 1 mill on 5,386,588,591 x $\frac{100}{24.6}$	=	$21,896,701
Secondary 1 mill on 5,894,711,407 x $\frac{100}{24.6}$	=	23,962,241
		$45,858,942

Additionally, under Divisional Board rules the purchase of furniture, equipment and buses is made outside the limitation.

The assessment used is the taxable assessment (presumably excluding exempt assessment) of the preceding year (i.e. 1970 roll for 1971 taxation) equalised by the Provincial Equalizing Factor.

Under present rules, therefore, the Metro limitation is approximately twice as severe as the limitation placed on divisional boards for each dollar of assessment and is made more so by the different rules as to the purchase of furniture and equipment.

Effect of Recommendation of Committee on the Costs of Education

Recommended for Metro - ½ mill each panel on local assessment.

Elementary ½ mill on 5,639,743,946	=	$ 2,819,872
Secondary ½ mill on 6,175,912,934	=	3,087,956
		$ 5,907,828

Recommended for Divisional Boards - ½ mill each panel on equalized assessment.

Elementary ½ mill on 5,386,588,591 x $\frac{100}{24.6}$	=	$ 10,948,351
Secondary ½ mill on 5,894,711,407 x $\frac{100}{24.6}$	=	11,981,121
		$ 22,929,472

The effect of the recommendation is to limit the Metro Board to approximately one quarter of the amount available to divisional boards, for each dollar of assessment, and to approximately one quarter of the present Metro limitation.

The Recommendation would intensify the discrimination which already exists and is definitely not acceptable. In our view the School Board should be subject to the same regulations as the divisional boards in this matter.

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22. SCHOOL BOARDS TO ASSUME TOTAL COST OF THE ACQUISITION OF SCHOOL SITES EFFECTIVE JANUARY 1, 1973 WITH COST TO BE PROVIDED AS CAPITAL EXPENDITURE FROM CURRENT FUNDS.

In recent years, the School Board has devoted the following amounts from the Capital Program toward the purchase of sites.

Year	Amounts Approved for Sites
1969	12,776,000
1970	8,224,060
1971	9,084,700
1972	8,725,000
1973	8,793,750

The present grant formula for sites is complex. The procedures are cumbersome and the process time consuming. The total amount of grant actually realized on sites is small, between 5 and 10 percent. The administrative advantages and savings which would result from removing the present grant on sites are attractive. However, in our view, Recommendation No. 22 is completely inconsistent with the proposal that the provision of school buildings be equalized across the Province in terms of spatial, quality and cost standards coupled with 100% Provincial funding. All of the arguments in favour of providing comparable school accommodation across the Province are equally valid in the provision of school sites. There are no educational grounds on which to argue that the children in Metropolitan Toronto should not have school sites comparable in size to the Provincial site standard. All of the arguments against this are purely financial in nature and yet in Recommendation No. 22 the report suggests that this is a problem which the local school boards should resolve entirely on their own. In our opinion, the provision of adequate school accommodation links building and site considerations together, and therefore the concept of Provincial standards and funding arrangements should apply with equal force to both buildings and sites. As a consequence, we believe that if the facilities provided are to be designed to overcome unique local problems such as limited sites, school boards must have some freedom in the provision of school accommodation, both buildings and sites. This leeway requires not only some direct financial responsibility by local governments, but also some latitude with regard to the amount of current funds which can be devoted to capital purposes. We are very concerned with Recommendation No. 21 which would have the result of severely limiting the current funds available to the Metro School system (this point was elaborated upon in a previous section).

These comments have been offered in the spirit of constructive collaboration. We sincerely hope they are helpful in developing legislation and regulations. In view of the seriousness of our concerns, we feel it is essential to meet with you as early as possible to discuss these matters more thoroughly.

Yours very truly,

Bruce C. Bone
Chairman

APPENDIX "A"

NOTES FOR PRESENTATION TO THE STUDY TEAM - SHARING OF FACILITIES MINISTRY OF EDUCATION BY THE METROPOLITAN TORONTO SCHOOL BOARD IN COLLABORATION WITH THE BOARDS OF EDUCATION FOR THE BOROUGH OF EAST YORK, ETOBICOKE, AND NORTH YORK.

11.20 a.m. Friday, January 19, 1973

Trent Room North, MacDonald Block, Queen's Park

APPEAL TO THE MINISTRY

Despite good intentions and goodwill between the Separate and Public Boards, agreement on mutually acceptable solutions to accommodation problems will sometimes not be possible.

When the boards have been unable to reach agreement on the provision of facilities, there should be provision for unilateral appeal to the Ministry by either board.

In the case of such appeal, the Ministry should solicit detailed substantiati data from both boards. It should then approve a solution it deems optimum. The solution could be one proposed by either board, a compromise or a deferral of the project for a specified period.

PROPOSED NEW FORM FOR JUSTIFICATION OF NEED

If there is to be a New Form, it should be compatible with the current "Form Building 15 - Request for Approval."

Possibly Form Building 15 could be revised to include the newly required information.

Information which is equivalent in relevance and utility may exist in different formats. A new format need not be necessary if the required information already exists.

If the bulk of the substantiating data could be taken from existing files and forms and combined into one form it would certainly be more efficient.

If at all possible, we wish to have the opportunity to participate in the development of the proposed new form or in the revision/expansion of existing Form Building 15.

Furthermore, we do not agree that the 'justification form' should be jointly signed. There are invariably differences in assumptions or methodology which prohibit the development of one set of information which is acceptable to both parties. We believe that a standard form is necessary but that it should be completed and signed separately by the boards.

DELAYS RESULTING FROM JOINT PLANNING

A great deal of additional time is required when joint planning is undertaken.

During the early stages of joint planning, there are no established routines; delays will occur as new procedures are tried and developed.

However, the Ministry of Education has applied a time limitation in the approval process. If a project does not move forward, the debenture allocation for the project can be lost. In such a case, the project would have to be resubmitted in a subsequent year when the limitation on funds was even more restrictive.

Extension of the time limitations should be allowed for projects which are delayed because of joint planning.

ACCOMMODATION FOR RETARDED

Currently, accommodation for the Retarded is planned on a Metro wide basis for both public and separate school ratepayers. Program extension and expansion has created a demand for considerable additional accommodation.

Some of the additional accommodation might be found in existing schools with declining enrolments.

However, vacant accommodation in existing schools may not be appropriately located or economically renovated for retarded school purposes.

In these cases, where existing vacant accommodation has been carefully analysed and found unsuitable, new accommodation will be required.

ACCOMMODATION FOR GRADE IX AND X PUPILS

In Metro, most Grade IX and X pupils are presently enrolled in the public school system.

Accommodation for these pupils has already been provided by the public boards of education.

Where new accommodation is provided by the Separate School Board for Grade IX and X pupils, it will create duplication of accommodation and result in vacant space in public secondary schools.

Sharing arrangements might be developed which would eliminate the possibility of duplicated facilities being built at public expense.

Sharing arrangements for religious education are already in effect in several communities within Metropolitan Toronto.

POPULATION TRENDS ARE NOT STABLE

In the Metro area, at the level of the individual community, the age and denominational affiliation of the population is often quite fluid. Communities change not only in the proportion of Catholics but in the proportion who wish to support the Separate or the Public Schools.

Thus, the attempt to develop school accommodation to match precisely the population mix at any one point in time has dubious value.

Every community is justified in expecting to have a public school which is readily accessible to all members of the community.

Public school ratepayers should have school accommodation to which they and their children can walk. Busing is not only costly but it would often transport pupils only to vacant accommodation which is obsolete, or which is needed for conversion to kindergartens, junior kindergarten, libraries or other specialized facilities.

With mobile populations, and with more than 1000 portable classrooms in use, it seems ironic to be discussing vacant space.

TRANSFER OF ASSESSMENT AND PUPILS

The school acts provide that children of Roman Catholic ratepayers must attend the school system that is supported by their real property assessment.

Technically, pupils should be transferred from one system to another only after the assessment has been changed which can occur only as of January 1st in any year. Thus if assessment were to be changed by redirection of school support in September, the pupils would, according to the legislation, have to be transferred in January.

In practice, pupils have been transferred in September, sometimes months after the planning for accommodation and the employment of teachers, but three months before the change of assessment and taxes is effected.

The large scale transfer of pupils during the summer causes great inconvenience and extra costs. Staff and accommodation requirements could be planned much more accurately if the transfer of pupils were disallowed except after the reassignment of assessment.

December 19, 1972

Mr. J. R. Di Profio
Secretary
Study Team - Sharing of Facilities
Supervisory Services Branch
Ministry of Education
16th Floor, Mowat Block
Queen's Park
Toronto, Ontario

It is with considerable interest that the members of the School Board received the announcement of the Minister of Education, the Honourable Thomas L. Wells, of November 20, 1972, pertaining to Co-operation in Planning School Accommodation and the establishment of a Study Team.

In the past the Metropolitan Toronto School Board has liaised with the Metropolitan Separate School Board on a relatively informal basis, generally at a time when a joint effort has been required in regard to some specific development. Communications have been limited in the area of school planning since school enrolments were increasing substantially and additional accommodation was required in both the public and separate school systems. However, in view of declining enrolments at the elementary school level, the desire of Roman Catholics to educate their children in their own school system and the indications from the Ministry of Education that funds for new accommodation will be drastically reduced, it is absolutely essential that the two School Boards join in an exchange of data and planning objectives on a regular continuing basis. In the Metropolitan area unilateral planning of accommodation must be superseded by co-operative planning.

We are convinced that joint comprehensive planning will result in effective planning with a better utilization of existing accommodation and the elimination of the duplication of facilities. However, there will undoubtedly be times when the public and separate school boards will be unable to reach agreement in regard to the provision of accommodation in specific locations. If this occurs we are of the opinion that the Ministry of Education should be prepared at this point to consider the substantiating data and indicate its approval of a solution.

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As you are aware, the Metropolitan Toronto School Board has the responsibility of providing school programs for the retarded including those whose parents are separate school supporters. Accommodation needs for these students are increasing with admission of students to age twenty-one and the extension of developmental programs for the more severely handicapped.

In this regard, we must also study the utilization of existing space with the realization that new accommodation will be required where available space is either unsuitably located or cannot be modified to meet specialized requirements.

In regard to the proposed new form on the justification of need for school accommodation, we would appreciate the opportunity to participate in the development of the form particularly as it relates to the substantiating data presented by the Area Boards and the Ministry Form Building 15, Request for Approval.

During 1972, a number of building projects has been unduly delayed as a result of discussions between the public and separate school boards and the Ministry of Education. This has seriously affected the approval process with its time limitations. Of more significance however is the fact that projects which we had anticipated would be approved and charged against funds allocated by the Ministry for 1972, will now be carried over into 1973 and become a charge against any 1973 allocation. This will seriously affect the capital program of the School Board proposed for 1973.

Projects which are presently delayed include the following:

Oriole Park P.S. Addition	- Toronto
Winona Sr. P.S. Addition	- Toronto
Keele St. P.S. Replacement	- Toronto
Eglinton P.S. Replacement	- Toronto
Main-Danforth P.S.	- Toronto
Chester Blvd. P.S.	- Scarborough
Brookmill P.S.	- Scarborough
Brimley-Finch P.S.	- Scarborough

The problem in any year of predicting staff and accommodation needs for the following September would be lessened if efforts to have children transferred from one school system to another were discontinued after a certain date. The date would be one by which plans must be completed by the Boards and commitments made for staff and accommodation. A date some time in April would be appropriate.

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Time does not permit an examination here of the legislation governing admission to school, the right of a Roman Catholic to change school support from one system to the other. The time for transferring from one system to the other should be considered in the light of the recent changes in legislation regarding changes of school support and the legislation regarding admission to school.

This letter merely outlines the main concerns of the School Board. We would appreciate the opportunity to appear before your Study Team to present additional data and comments.

Yours very truly,

cd

Bruce C. Bone
Chairman of the
Metropolitan Toronto School Board

APPENDIX "B"

The Metropolitan Toronto School Board

155 College Street
Toronto 130, Canada
Telephone 416 863-9620
W. J. McCordic, B.A.
Director & Secretary-Treasurer

June 28, 1972.

Honourable Thomas L. Wells
Minister of Education
22nd Floor, Mowat Block
Queen's Park
Toronto 182, Ontario.

Dear Sir:

Re: Capital Grant Plan - 1971

The purpose of this brief is to review the effect of the Capital Grant Plan - 1971 upon educational facilities in the Metropolitan area; to establish the nature of current difficulties and to request adjustments to the Capital Grant Plan - 1971 to alleviate specific problems.

Over a period of years the working relationships existing between the Ministry of Education, the Area Boards of Education in Metropolitan Toronto, and the Metropolitan Toronto School Board have resulted in educational facilities throughout Metropolitan Toronto of outstanding and widely-recognized merit. Indeed, the steady stream of visitors from the United States and overseas attests to the excellence of the results. This brief has been prepared in the co-operative spirit that has prevailed in the past, and seeks to strengthen still more the bonds that presently exist and which are the result of our joint endeavours.

In 1953, a two tier educational structure was formed in Metropolitan Toronto to equalize both educational opportunity and tax rates across the Metropolitan area. To ensure such equalization with respect to school facilities, a Ceiling Cost Formula was created in 1954 which provided a fixed dollar cost per pupil space for each of four types of schools. In 1967 the formula was altered substantially because schools were then being built less on the standard classroom and more on a wide variety of instructional areas. The new formula was therefore, based on the allotment of a square foot area per pupil. The formula was designed as a ceiling on both area per pupil and dollar per square foot costs. It recognizes that site development and furniture and equipment costs are not related to square foot costs of construction. Basically, it is a simple formula which imposes few restrictions on design. The formula provides a set of limits within which local requirements and standards can be met and maintained.

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Since 1967, a great deal of study has gone into the formula. The input from the Study of Educational Facilities' User Requirements studies was particularly substantial at the junior and intermediate levels. The formula has been adjusted and revised as experience was gained and new information developed. The initial formula and each revision has been a compromise between the educationally ideal and the financially attainable at each point in time. Thus, the present formula is a joint statement by both the professional educators and the elected representatives of the Metropolitan area regarding an adequate and acceptable standard for school facilities. The Ceiling Cost Formula is a standard that has been in effect for a considerable period; it reflects a great deal of experience, research and judgment; it is not something to be lightly discarded.

In 1967, the Department of Education published the School Business Procedures Manual. The purpose of this Manual was to provide a sound method for calculating equitable amounts of grant for school facilities. The procedures had to cover a wide range of situations throughout the Province. They constituted a commendable method of converting spaces in schools into dollar amounts for grant purposes and served as well as an incentive to efficient design. Until recently, there has been no problem with building above the grant allowances to meet varied local conditions. However, this is no longer the case, because there is now a debenture limit for each building project.

Adjustments and revisions to the School Business Procedures Manual made it increasingly more responsive and more equitable. One early adjustment was the provision of an additional weighting factor for the Metropolitan area in acknowledgement of the more stringent codes and by-laws and higher labour costs which prevail in the area, and which add significantly to building costs. A recent revision resulted in the Capital Grant Plan - 1971, which incorporated many desirable changes. There were improvements with respect to equipment allowances which were particularly welcomed.

In our opinion, the academic and technical staff have now had sufficient opportunity to work with the revised Capital Grant Plan - 1971 to enable them to understand most of its intricacies and to comment upon it with authority. Certain difficulties have become quite apparent. In light of certain particularly crucial problems, it seems necessary to seek interim adjustments pending the next major revision of the Plan.

In Metropolitan Toronto today, two building formulae are in effect; the Metropolitan Ceiling Cost Formula and the Ministry of Education's Capital Grant Plan - 1971. This results in two series of calculations and at least two sets of numbers at every stage of every building

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project. For reasons stated, it is considered unwise to abandon the standard of facilities already attained over the years within the Ceiling Cost Formula. The Capital Grant Plan - 1971 as it stands, does not allow us to maintain our established standard with respect to elementary or intermediate level facilities. However, we do not wish to continue to work with the frustration, confusion and inefficiency which results from the conflict between the two formulae.

The two formulae are structurally quite different and inevitably yield different results. Simplified versions of the formulae appear as follows:

Grant Plan

(Eligible Area) X (Conversion Factors) plus (Constants) =
Total Project Costs

Ceiling Cost Formula

(Total Gross Area) X (Dollar Per Sq.Ft.) plus allowances
for equipment, site, fees and contingencies =
Total Project Costs

Under the Grant Plan "Dollar per square foot Costs" are a consequence of total area and the construction portion of total project costs, whereas under the Ceiling Cost Formula "Dollar per square foot Costs" are an input, which in combination with total area, yields total project costs. Clearly, total project costs result from (a) how much is built (area) and from (b) how well it is built (academic and construction standards). These two factors--area and standards--operate independently in the formula but are tightly interdependent in the Grant Plan. In the latter, improved area can be attained only by sacrificing standards and vice versa.

The total project costs allowed under the Capital Grant Plan are considerably less than those allowed by the Ceiling Cost Formula at the junior and intermediate levels. We find that we cannot build the area we need, at the standards which have hitherto prevailed, within the total project costs allowed under the Grant Plan except at the secondary level. A major purpose of this brief is to justify both the areas and standards of building which are represented in the Ceiling Cost Formula. The formula itself is not at issue. Rather, our concern is with safeguarding the standards it represents.

The present situation is compounded still more by an important new factor--the requirement for flexibility in building design. Until recently, there was no expectation that school building interiors would be subjected to extensive replanning or alteration within the life span of the facility. The importance of providing facilities which can be replanned economically is slowly being realized. Rapidly changing population patterns, continuous program developments and

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increasingly diverse use of schools by the community are daily reminders of the need for buildings with a high degree of built-in flexibility. School buildings with fixed interiors will undoubtedly become rapidly obsolete and result either in extra renovation costs, premature replacement or in facilities which impede tomorrow's educational programs. The present Ceiling Cost Formula was developed without any regard for the extra costs engendered by flexibly designed interiors. A realistic allowance for flexibility in structure, lighting, air conditioning, partitions, ceilings and casework amounts to at least $1.50 per square foot.

Recently, in an attempt to meet the Ministry's ceilings and to expedite projects, some low cost schools have been designed and constructed in the Metropolitan area, e.g. North Galloway and Kensington Public Schools. These could well prove to be very uneconomical as they are either inflexible, or have questionable standards, or both. The School Board believes it will be most unfortunate if this trend were to continue.

Area Allowances

Floor area allowances in the Capital Grant Plan at the secondary school level approximate reasonably well those provided under the Ceiling Cost Formula. Our joint study of Educational Facilities recommended areas below the existing Formula for secondary schools and the Formula is being revised downwards in line with the SEF recommendations. Traditionally, elementary school area allowances have been more restrictive than those for the more senior school levels. Modern open buildings and informal educational programs have greatly increased the space required at the elementary level. Increased use of volunteers and paraprofessionals also increases the need for space. Extra space is required for buffer zones between individual work groups and to accommodate activities beyond the "seat-work" category. There has been a general increase over several decades in the number of books and tools and in the amount of equipment stored at the point of use in the teaching area.

More diversified educational programs and greater community use of schools have also intensified the need for floor area. An urban school serving current societal demands requires accommodation for extensive medical and social services as well as for compensatory education. The community kitchen, long a feature of Metropolitan area schools, is but one example of a small but relatively expensive area. Other less expensive areas include storage spaces for night school operations and community groups, such as Guides, Scouts and Home and School organizations.

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In recognition of these facts and in accord with the best professional opinion, the Study of Educational Facilities report for elementary schools recommended 85.9 square feet of floor area per pupil for an 801 enrolment school. Proportionally, more space was recommended for smaller schools and less for larger ones. The School Board approved an average allowance of 70.11 square feet in 1969, which was subsequently revised in the 1970 Ceiling Cost Formula to 71.43 square feet per pupil.

Many schools have been built to maximum areas allowed by the Ceiling Cost Formula. A number of these were studied intensively as part of the Study of Educational Facilities' Academic Evaluation. That study demonstrated that when schools of such areas were fully occupied, a significant proportion of the students and teachers felt crowded. Furthermore, by some 300 teachers surveyed in the same study, "a generous amount of floor area" was the most highly rated of the 10 factors considered. Thus, the prime users of elementary school buildings find floor area very important and many find present allowances restrictive.

The Ceiling Cost Formula averages about six square feet more per pupil at the elementary level and eight to twelve square feet at the intermediate level than that permitted by the Capital Grant Plan. Our evidence indicates that the Formula allowances are in no way generous at the elementary or intermediate levels but that they represent absolute minima. It is anticipated that, in time, the allowances will be adjusted upward especially at the junior level. But in the meantime, we request that some provision be made in the Capital Grant Plan to enable Metropolitan area schools to be built to the area allowances permitted by the Ceiling Cost Formula. Based on those special factors used in the Grant Plan to adjust areas for additions, this will amount to an upward adjustment of approximately 10 per cent for elementary schools (Grades K-6), 13 per cent for intermediate schools (Grades 6,7,8 and 7 and 8), and 9.2 per cent for Grades 7,8 and 9.

Equipment Allowances

Again, the problem is most intense at the junior school level. While the Capital Grant Plan - 1971 yielded improved equipment allowances, these were much lower than had been anticipated. In fact, the equipment allowances of the present plan are still far from satisfactory.

As relevant background, it should be noted that, after a very detailed review, the Ceiling Cost Formula Committee in 1970 recommended an equipment allowance of $132.00 per pupil for a junior elementary school. The amount approved by the School Board was $120.00, a considerable reduction. This is to be compared to the present Capital Grant Plan allowance of approximately $108.00 for a school of 798 pupil places.

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There is no doubt that elementary schools have been underequipped relative to secondary schools. Yet, current evidence supports the primacy of early education as a key determinant of school outcomes. Clearly, if differences are to be made in a child's chances to achieve educationally, they should be made at the junior level. Remedial efforts at the secondary level cannot readily compensate for earlier neglect. It is educational and financial folly to employ highly qualified personnel at good salaries with modern facilities and low class sizes and then withhold funds for the necessary tools. A variety of media and equipment is required in today's schools to prepare children to cope with an electronic environment. Accordingly, an adjustment is requested in the allowance for equipment in order to maintain present standards in junior schools. An additional $12.00 per pupil is required. A parallel situation exists at the intermediate level to the extent of $7.00 per pupil. At the secondary level, the discrepancy is approximately $39.00 per pupil. Fewer equipment dollars at the secondary level mean that less sophisticated equipment is purchased or that more students must share each piece of specialized equipment. But the consequence of reduced equipment allowances in junior schools is that educationally valuable equipment is simply unavailable to the pupils. Thus, one dollar's worth of equipment is much more significant at the junior school level than at the secondary.

Site Development Allowances

In dense urban areas, school sites are generally small. Land is not available for site expansion except at exorbitant prices and alternative play areas are often nonexistent. School sites often provide the only open play areas in the community. Under such conditions, it is important to develop school sites to allow for very intensive utilization. As noted in the recently published Department of Education report: Principles of Site Development, Elementary Schools K-6, "The site must therefore become a part of the teaching and learning process." (2) The sorts of site development encouraged in that publication have already been accomplished at some Metropolitan area schools. These have been very well received and the program will be expanded as funds become available. It is, therefore, requested that extra allowances be considered for site development in the Capital Grant Plan. It is also requested that the site allowance be established on a separate basis.

Building Cost Allowances

The variance in total project costs between the Ceiling Cost Formula and the Capital Grant Plan - 1971 at the secondary school level does not constitute a significant problem at present. However, at the junior and intermediate levels, major difficulties exist. The extent of the problem is apparent in Figure I. The Ceiling Cost Formula allows an expenditure of $20.70 per square foot gross at the K-6 level. The

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Capital Grant Plan provides amounts in the range of $16.00 to $17.00 per square foot gross. Some recent Metropolitan area projects have achieved prices ranging from a low of $16.19 to a high of $20.92 averaging $18.82 exclusive of alteration costs. These prices have resulted from a depressed building market and from sacrifices in established standards of quality. It is important to realize that these facilities do not exhibit an optimum degree of flexibility. Of equivalent relevance are the difficult site conditions, unionized labour rates, stringent building codes and inspections, characteristic of the Metropolitan area. Furthermore, In Metropolitan Toronto, it is established and we believe sound practice to prebuild mechanical and electrical services, stairtowers and structure to allow extra floors; whereas limited prebuilding is recognized in the Grant Plan only for libraries and gymnasia. Finally, the provision of the type of community facilities demanded by citizens' organizations cannot be accomplished within the present limits of the Capital Grant Plan - 1971.

The current 1972 Ceiling Cost Formula permits $20.70 per square foot to be spent for junior elementary schools plus $120.00 per elementary pupil place for equipment; and at the intermediate level, $22.55 per square foot and approximately $190.00 per pupil place. Within such ceilings, it would be possible at today's prices to build in the flexibility required for the future, as well as achieve a reasonable level of equipment. An adjustment of the Capital Grant Plan - 1971 to yield an amount of money equivalent to $20.70 per square foot gross for elementary, $22.55 for intermediate schools and $23.75 for secondary schools would enable the Area Boards in Metropolitan Toronto to maintain the standard of building attained over the years and constitute a major step toward the solution of the two-formula problem.

The standards of floor area and construction of our educational facilities are endorsed by the elected representatives and educators of the Metropolitan area. The maintenance of these standards will require increased area allowances of approximately 10 per cent for K-6 schools; 13 per cent for intermediate schools (Grades 6,7,8 and 7 and 8); and 9.2 per cent for Grades 7,8 and 9; upward adjustment of equipment allowances in the amounts of $12.00 per K-6 pupil, $7.00 per intermediate pupil, and $39.00 per secondary pupil; increased allowance for site development on a separate basis; and adjustments to the Capital Grant Plan to yield amounts of money equivalent to $20.70 per square foot gross for elementary, $22.55 for intermediate schools and $23.75 for secondary schools. It is essential that the total project dollars allowed by the policy of the Ministry be sufficient to enable the School Board to maintain these standards.

On behalf of the Metropolitan Toronto School Board I would appreciate an opportunity to discuss the content of this letter with you at your convenience.

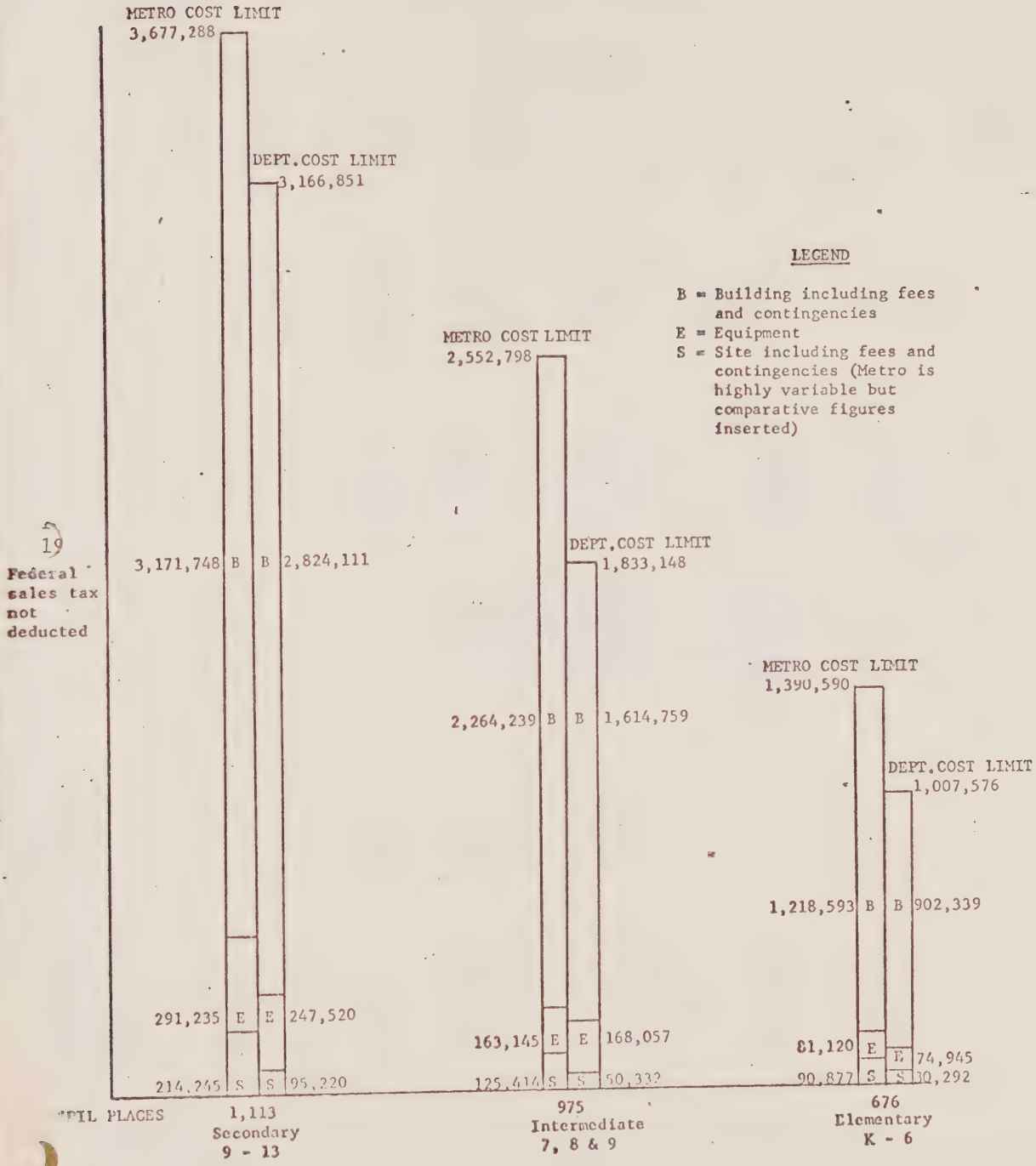
Respectfully yours,

Bruce C. Bone

Bruce C. Bone
Chairman

FIGURE I

COMPARISON OF CEILING COST FORMULA
AND CAPITAL GRANT PLAN ALLOWANCES



May 19, 1972

ESTIMATED FIVE YEAR CAPITAL PROGRAM 1973-1977
THE METROPOLITAN TORONTO SCHOOL BOARD

Area Board		1973 Approved	1973 Deferred	1974	1975	1976	1977
East York	P.S. Bldg.	$ 450,000	$ 2,000,000	$ 500,000	$ --	$ 2,000,000	$ 900,000
	Sec. Bldg.	--	--	200,000	--	--	--
	P.S. Sites	200,000	--	--	--	--	--
	Sec. Sites	100,000	--	--	--	--	--
Etobicoke	P.S. Bldg.	1,233,900	1,815,000	3,887,955	2,903,200	3,108,200	2,607,500
	Sec. Bldg.	2,104,100	1,100,000	1,291,100	2,588,000	136,400	1,470,000
	P.S. Sites	--	--	280,000	660,000	180,000	600,000
	Sec. Sites	--	--	360,000	750,000	--	--
North York	P.S. Bldg.	2,205,932	95,000	5,981,450	4,741,050	4,070,300	4,242,000
	Sec. Bldg.	935,177	125,000	1,536,360	3,186,000	3,270,960	3,186,000
	P.S. Sites	60,000	--	--	--	--	--
	Sec. Sites	40,000	--	--	--	--	--
Scarborough	P.S. Bldg.	6,397,000	2,490,000	7,565,000	5,326,250	5,326,250	5,326,250
	Sec. Bldg.	12,439,000	586,000	9,000,000	6,275,000	6,275,000	6,275,000
	P.S. Sites	2,220,000	1,325,000	2,000,000	1,625,000	1,625,000	1,625,000
	Sec. Sites	2,665,000	800,000	2,500,000	1,250,000	1,250,000	1,250,000
Toronto	P.S. Bldg.	5,920,167	2,880,515	7,761,334	9,000,000	9,000,000	9,000,000
	Sec. Bldg.	366,036	4,091,696	3,136,646	4,000,000	4,000,000	4,000,000
	P.S. Sites	1,303,000	1,081,000	4,485,300	3,500,000	3,500,000	3,500,000
	Sec. Sites	255,750	750,000	765,700	1,500,000	1,500,000	1,500,000
York	P.S. Bldg.	508,000	108,000	257,650	170,062	1,427,861	886,600
	Sec. Bldg.	28,000	28,000	--	558,103	363,614	--
	P.S. Sites	--	--	--	--	--	--
	Sec. Sites	--	--	--	--	--	--
Metro	P.S. Bldg.	97,500	--	--	--	--	--
	Sec. Bldg.	1,452,500	--	--	900,000	500,000	--
	P.S. Sites	500,000	--	500,000	500,000	500,000	500,000
	Sec. Sites	1,450,000	--	1,700,000	200,000	200,000	200,000
Totals	P.S. Bldg.	16,812,499	9,388,515	25,953,389	22,140,562	24,932,611	22,962,350
	Sec. Bldg.	17,324,813	5,930,696	15,164,106	17,507,103	14,545,974	14,931,000
	P.S. Sites	4,283,000	2,406,000	7,265,300	6,285,000	5,805,000	6,225,000
	Sec. Sites	4,510,750	1,550,000	5,325,700	3,700,000	2,950,000	[illegible]
		$ 42,931,062	$ 19,275,211	53,708,495	$ 49,632,665	$ 48,233,585	

"Organizations
& Groups" BRIEF #42 (Supp.)

The Metropolitan Toronto School Board

155 College Street
Toronto 130, Canada
Telephone 416 863-9620
W. J. McCordic, B.A.
Director & Secretary-Treasurer

August 11, 1972.

Dr. J. R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Suite S-944,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Dr. McCarthy:

At the meeting between representatives of The Metropolitan Toronto School Board and the Committee on the Costs of Education held on May 30, 1972, certain information was requested. Attached herewith are the following:

1) Schedule of assessment by school board in Metro for the years 1967 to 1971

2) Table of total residential mill rate for each of the school boards in Metro for the years 1967 to 1971

3) Table of residential mill rates for education for the years 1954 to 1972

4) Schedule of capital budgets for The Metropolitan Toronto School Boards for the years 1967 to 1972

5) Multi-year capital budget forecasts for the school boards in Metro

6) Schedule indicating the dollar saving through an increase of 1 in the pupil/teacher ratios in elementary and secondary schools in Metro.

If there is any further information you require, please do not hesitate to contact us.

Yours very truly,

W. J. McCordic,
Director and Secretary-Treasurer.

RIT/rss
Att.

Aug. 17/72

TABLE OF TOTAL RESIDENTIAL MILL RATE

	1967	1968	1969	1970	1971
East York					
Education					
Elementary	24.93	26.74	27.94	32.10	28.24
Secondary	16.92	18.94	20.75	21.54	18.81
Total	41.85	45.68	48.69	53.64	47.05
General	36.65	39.12	39.11	42.62	44.03
Total	78.50	84.80	87.80	96.26	91.08
Etobicoke					
Education					
Elementary	25.05	26.79	28.19	32.30	28.38
Secondary	16.98	18.97	20.91	21.66	18.89
Total	42.03	45.76	49.10	53.96	47.27
General	38.24	41.24	40.71	46.01	47.08
Total	80.27	87.00	89.81	99.97	94.35
North York					
Education					
Elementary	25.35	27.17	28.35	32.53	28.41
Secondary	17.18	19.21	21.02	21.79	18.91
Total	42.53	46.38	49.37	54.32	47.32
General	36.24	37.98	37.72	41.73	46.59
Total	78.77	84.36	87.09	96.05	93.91
Scarborough					
Education					
Elementary	25.75	27.31	28.57	32.78	28.91
Secondary	17.43	19.31	21.14	21.97	19.21
Total	43.18	46.62	49.71	54.75	48.12
General	43.11	44.86	45.33	49.43	52.67
Total	86.29	91.48	95.04	104.18	100.79
Toronto					
Education					
Elementary	25.12	26.67	27.98	32.09	28.18
Secondary	17.03	18.87	20.76	21.52	18.74
Total	42.15	45.54	48.74	53.61	46.92
General	45.65	47.46	46.90	50.74	52.87
Total	87.80	93.00	95.64	104.35	99.79
York					
Education					
Elementary	24.82	26.60	27.82	31.93	28.08
Secondary	16.87	18.85	20.68	21.46	18.73
Total	41.69	45.45	48.50	53.39	46.81
General	44.16	47.68	45.79	52.49	57.53
Total	85.85	93.13	94.29	105.88	104.34

NOTE: 1) Excludes Local Discretionary Levy For Educational Purposes

2) For comparison purposes data has been developed for six boards. Where there is a statutory differential in mill rates the rate for existing board has been used (i.e. The East York rate has been used for Leaside)

AVERAGE RESIDENTIAL MILL RATES FOR SCHOOL PURPOSES
IN THE METROPOLITAN TORONTO AREA

(3)

YEAR	ELEMENTARY	SECONDARY	TOTAL	% INCREASE (Decrease) OVER PREVIOUS YEAR	
1954	11.36	5.43	16.79		
1955	11.48	5.53	17.01	1.31	
1956	12.83	5.95	18.78	10.4	
1957	13.73	6.24	19.97	6.3	
1958	14.28	6.76	21.04	5.4	
1959	16.52	8.04	24.56	16.73	
1960	17.38	7.77	25.15	2.40	
1961	17.29	8.73	26.02	3.46	
1962	16.82	9.84	26.66	2.46	
1963	17.10	9.86	26.96	1.13	
1964	17.80	11.57	29.37	8.94	
1965	18.91	11.51	30.42	3.58	
1966	21.40	13.59	34.99	15.02	
1967	25.22	17.08	42.31	20.92	
1968	26.87	19.01	45.89	8.46	
1969	28.15	20.88	49.03	6.84	
1970	~~30.96~~ 32.31	21.65	~~52.61~~ 53.96	7.30	(Jan.19/71)
1971	28.33	18.86	47.27	(12.05%)	Dec.6/71
1972	29.16	20.06	49.22		

Source: Calculated from Area Tax Bills.

M.T.S.B.
March 26, 1970.

CAPITAL BUDGET FOR THE METROPOLITAN TORONTO SCHOOL BOARDS, 1967 - 1972

	EAST YORK		ETOBICOKE		NORTH YORK		SCARBOROUGH		TORONTO		YORK		M.T.S.B.		TOTAL
	BUILDINGS	SITES	BUILDINGS	SITES	BUILDINGS	SITES	BUILDINGS	SITES	BUILDINGS	SITES	BUILDINGS	SITES	BUILDINGS	SITES	
1972															
Elementary	600,000	200,000	2,417,900	626,000	2,613,718	251,250	3,392,189	1,250,000	5,394,661	2,350,000	257,650	-	-	500,000	19,853,368
Secondary	200,000	100,000	1,618,300	34,000	1,978,736	83,750	11,434,436	1,555,000	492,565	325,000	-	-	1,345,000	1,450,000	20,816,787
1971															
Elementary	225,000	-	2,917,960	560,000	4,174,403	-	4,062,618	1,350,000	4,507,926	2,296,700	2,494,050	1,053,000	-	-	23,641,657
Secondary	4,859,000	-	2,179,514	-	7,781,909	-	6,432,253	2,250,000	799,231	325,000	267,620	-	1,040,000	1,250,000	27,184,527
1970															
Elementary	2,883,000	-	4,225,819	185,000	10,721,457	842,000	11,474,590	1,150,000	6,308,866	3,338,000	4,642,562	368,060	-	-	46,137,354
Secondary	-	-	2,884,543	-	3,307,515	-	1,721,563	1,650,000	838,015	541,000	860,458	-	250,000	1,250,000	13,303,094
1969															
Elementary	1,224,000	1,650,000	4,048,106	890,800	10,999,863	2,060,000	16,600,390	1,280,000	8,373,899	3,238,000	2,453,518	1,330,050	-	-	54,148,626
Secondary	225,000	-	4,687,746	238,650	3,704,953	110,000	11,730,885	1,252,000	3,144,509	727,000	271,179	-	-	-	26,091,922
1968															
Elementary	2,560,000	430,000	4,359,270	80,000	7,094,328	1,375,000	11,535,682	1,195,500	3,898,998	2,202,400	2,305,117	1,951,500	-	-	38,987,795
Secondary	90,000	80,000	4,948,089	285,000	9,021,025	105,000	5,916,609	396,500	831,950	1,101,000	5,243,178	490,000	-	-	28,508,351
1967															
Elementary	807,500	462,000	2,582,114	370,000	20,052,673	560,000	6,778,735	741,000	3,155,374	2,954,000	280,000	128,550	-	-	38,871,946
Secondary	45,000	195,000	6,165,097	1,280,000	2,681,659	1,225,000	10,069,218	255,000	16,073,822	4,000,000	60,000	275,000	-	-	42,324,796

M.T.S.B.
June 26, 1972.

7

ONTARIO DEPARTMENT OF EDUCATION

NOTE: Secondary to include transable re-landed. Projected enrolments for a further 5 year period should also be included if possible.

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

5

BOARD The Board of Education for the Borough of East York BOARD NO. _____

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1972	2,450,000.	750,000.	3,200,000.	9900	4000
1973	1,100,000.	550,000.	1,650,000.	9950	4150
1974	2,750,000.	150,000.	2,900,000.	10,000	4300
1975	2,000,000.	500,000.	2,500,000.	10,050	4450
1976	2,000,000.	500,000.	2,500,000.	10,200	4500
1977					
1978					
1979					
1980					
1981					

October 19th, 1971
DATE

CHIEF EXECUTIVE OFFICER

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

BOARD Etobicoke Board of Education BOARD NO. Metro

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1972	$4,782,800	$1,652,300	$6,435,100	38,493	22,234
1973	$3,678,800	$1,579,500	$5,258,300	37,751	22,868
1974	$2,523,600	$3,233,900	$5,757,500	36,850	23,037
1975	$5,089,104	$1,162,500	$6,251,604	35,460	23,148
1976	$2,317,260	$1,170,840	$3,488,100	33,806	23,109
1977	$2,178,224	$2,965,427	$5,143,651	32,510	22,976
1978	$2,131,879	$1,061,557	$3,193,436	31,386	22,726
1979	$1,880,788	$2,075,989	$3,956,777	31,014	21,657
1980	$1,946,198	$ 778,479	$2,724,677	30,959	20,359
1981	$1,853,808	$ 693,267	$2,547,075	31,060	19,076

[illegible] 10, 1971

[illegible]

ONTARIO DEPARTMENT OF EDUCATION

...ority to include transportation ...tended. Projected enrolments for a further 5 year period should also be included if possible.

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

BOARD North York Board of Education BOARD NO.

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1972	4,185,892	2,478,736	6,664,628	68,370	34,886
1973	7,479,490	1,628,400	9,107,800	70,525	35,191
1974	6,028,800	3,540,000	9,568,800	71,543	35,985
1975	6,235,600	3,186,000	9,421,600	72,795	35,894
1976	5,281,000	2,478,000	7,759,000	72,609	36,009
1977	4,000,000	4,000,000	8,000,000	72,300	36,300
1978	3,500,000	4,500,000	8,000,000	72,000	36,650
1979	3,000,000	5,000,000	8,000,000	71,650	37,000
1980	2,500,000	5,500,000	8,000,000	71,250	37,200
1981	2,500,000	5,500,000	8,000,000	70,800	37,300

13 December 1971
DATE

CHIEF EXECUTIVE OFFICER

ONTARIO DEPARTMENT OF EDUCATION

Ind. 1 Projected [illegible] 5 year period should also be included if possible.

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

BOARD Scarborough Board of Education BOARD NO.

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1972	8,141,999	14,667,881	22,809,880	56,743	28,841
1973	9,064,712	12,500,134	21,564,846	56,201	30,188
1974	9,024,855	16,005,720	25,030,575	56,551	31,584
1975	6,826,250	7,245,000	14,071,250	58,103	32,722
1976	7,372,350	7,824,600	15,[illegible]6,950	60,180	33,682
1977	7,962,138	8,450,568	16,412,706	61,350	34,356
1978	8,599,109	9,126,613	17,725,722	63,000	35,280
1979	9,287,038	9,856,742	19,143,780	64,650	36,204
1980	10,030,001	10,645,281	20,675,282	66,300	37,128
1981	10,832,401	11,496,903	22,329,304	67,950	38,052

December 13, 1971
DATE

CHIEF EXECUTIVE OFFICER

possible

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

BOARD Toronto Board of Education BOARD NO. 75345

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1972	16,177,793	7,711,370	23,889,163	72,312	
1973	14,000,000	6,500,000	20,500,000	72,016	
1974	14,000,000	6,500,000	20,500,000	71,548	
1975	14,000,000	6,500,000	20,500,000	71,058	
1976	14,000,000	6,500,000	20,500,000	70,609	
1977	14,000,000	6,500,000	20,500,000	70,214	
1978	14,000,000	6,500,000	20,500,000	69,850	
1979	14,000,000	6,500,000	20,500,000	69,529	
1980	14,000,000	6,500,000	20,500,000	69,229	
1981	14,000,000	6,500,000	20,500,000	68,955	

June 6, 1972
DATE

CHIEF EXECUTIVE OFFICER

ONTARIO DEPARTMENT OF EDUCATION

9 year period should also be included if possible

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

BOARD TORONTO BOARD OF EDUCATION BOARD NO.

Note: Does not include Grades 7 & 8 at Forest Hill Junior High School

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1971				(actual)	36,045
1972					35,850
1973					36,309
1974					36,081
1975					36,007
1976					36,180
1977					36,500
1978					36,500
1979					36,000
1980					36,000
1981					35,800

Dec. 29/71
DATE

CHIEF EXECUTIVE OFFICER

possible.

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

BOARD The Board of Education for the Borough of York BOARD NO.

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1972	$ 257,650		$ 257,660		
1973	Nil				
1974	$1,427,861	$558,103	$1,985,964		
1975	$1,056,662	$363,614	$1,420,276		
1976					
1977					
1978	NIL *	NIL *	NIL*		
1979					
1980					
1981					

* The Board's planning does not project beyond 1975 at this time.

October 15, 1971
DATE

CHIEF EXECUTIVE OFFICER

possible

MULTI-YEAR CAPITAL PROJECTION

(CAPITAL EXPENDITURE FORECAST)

BOARD METROPOLITAN TORONTO SCHOOL BOARD BOARD NO.

YEAR	COST OF CONSTRUCTION AND SITE			ENROLMENT	
	ELEM.	SEC.	TOTAL	ELEM.	SEC.
1972		2,550,000	2,550,000		1212
1973		900,000	900,000		1346
1974		1,500,000	1,500,000		1446
1975		900,000	900,000		1498
1976		-	-		1550
1977		-	-		1600
1978		-	-		1650
1979		-	-		1700
1980		-	-		1750
1981		-	-		1800

December 28, 1971
DATE

CHIEF EXECUTIVE OFFICER

THE METROPOLITAN TORONTO SCHOOL BOARD
COST OF INCREASING PUPIL TEACHER RATIO BY 1 PUPIL
1973 BUDGET SIMULATION

	ELEMENTARY	SECONDARY
Increase Pupil/Teacher Ratio by 1 for 10 month period. (Sept/73 to June/74) Estimated savings in Salaries and Fringe Benefits	$5,600,000	$6,865,000
Increase Pupil/Teacher Ratio by 1 for 4 month period. (Sept/73 to Dec/73) Estimated savings in Salaries and Fringe Benefits	$2,240,000	$2,750,000

August 11, 1972.

METROPOLITAN TORONTO RESIDENTIAL AND COMMERCIAL ASSESSMENT - ELEMENTARY

	1967	1968	1969	1970	1971
East York					
Res.	143,871,871	150,341,845	152,882,001	160,431,103	163,751,105
Comm.	73,411,192	75,627,669	77,937,644	78,919,498	82,458,886
Total	217,283,063	225,969,514	230,819,645	239,350,601	246,209,991
Tax Exempt	1,979,478	2,545,739	2,237,656	2,175,590	2,149,514
Total	219,262,541	228,515,253	233,057,301	241,526,191	248,359,505
Yr. to Yr. % Incr.			3.14	3.70	
Separate	17,427,143	17,659,210	18,797,979	19,272,949	19,473,997
Etobicoke					
Res.	407,003,222	412,626,507	421,433,618	426,606,484	436,209,187
Comm.	286,810,626	301,852,300	317,744,381	341,201,585	377,134,155
Total	693,813,848	714,478,807	739,177,999	767,808,069	813,343,342
Tax Exempt	15,465,630	16,007,871	21,271,335	21,496,496	22,323,510
Total	709,279,478	730,486,678	760,449,334	789,304,565	835,666,852
Yr. to Yr. % Incr.			3.46	3.87	
Separate	64,965,775	70,198,540	74,670,934	80,746,506	90,270,714
North York					
Res.	631,335,968	664,763,669	698,486,113	762,253,122	789,535,632
Comm.	281,672,732	308,341,828	339,849,055	374,418,546	451,905,137
Total	913,008,700	973,105,497	1,038,335,168	1,136,671,668	1,241,440,769
Tax Exempt	20,770,968	24,670,862	24,519,421	25,350,909	23,517,346
Total	933,779,668	997,776,359	1,062,854,589	1,162,022,577	1,264,958,115
Yr. to Yr. % Incr.			6.70	9.47	
Separate	93,926,438	101,787,229	109,437,289	119,625,340	129,205,189
Scarborough					
Res.	334,295,804	350,840,440	372,261,418	405,686,500	425,838,474
Comm.	160,826,586	185,496,439	202,182,309	210,737,374	236,204,863
Total	495,122,390	536,336,879	574,443,727	616,423,874	662,043,337
Tax Exempt	20,582,323	18,965,143	19,479,168	21,990,367	27,516,414
Total	515,704,713	555,302,022	593,922,895	638,414,241	689,559,751
Yr. to Yr. % Incr.			7.11	7.31	
Separate	47,429,243	48,744,129	50,651,479	55,113,679	59,901,987

	1967	1968	1969	1970	1971
Toronto					
Res.	838,869,148	849,318,759	862,199,648	869,456,273	906,640,279
Comm.	1,111,783,447	1,154,803,617	1,179,556,062	1,204,143,505	1,259,565,189
Total	1,950,652,595	2,004,122,376	2,041,755,710	2,073,599,778	2,166,205,468
Tax Exempt	82,161,765	71,146,100	76,371,084	74,402,582	74,220,448
Total	2,032,814,360	2,075,268,476	2,118,126,794	2,148,002,360	2,240,425,916
Yr. to Yr. % Incr.			1.88	1.56	
Separate	158,530,903	159,904,599	166,520,913	167,387,502	168,958,354
York					
Res.	153,428,100	154,015,403	155,649,658	160,117,829	160,792,249
Comm.	84,467,474	89,046,512	90,902,316	92,245,293	96,553,435
Total	237,895,574	243,061,915	246,551,974	252,363,122	257,345,684
Tax Exempt	1,576,003	2,181,965	2,176,572	1,919,974	1,880,833
Total	239,471,577	245,243,880	248,728,546	254,283,096	259,226,517
Yr. to Yr. % Incr.			1.44	2.36	
Separate	32,496,715	34,015,588	35,206,114	36,886,214	40,312,575
Total					
Res.	2,508,804,113	2,581,906,623	2,662,912,456	2,784,511,311	2,882,766,926
Comm.	1,998,972,057	2,115,168,365	2,208,171,767	2,301,665,801	2,503,821,665
Total	4,507,776,170	4,697,074,988	4,871,084,223	5,086,217,112	5,386,588,591
Tax Exempt	142,536,167	135,517,680	146,055,236	147,335,918	151,608,065
Total	4,650,312,337	4,832,592,668	5,017,139,459	5,233,553,030	5,538,196,656
Yr. to Yr. % Incr.			3.70	4.42	

METROPOLITAN TORONTO RESIDENTIAL AND COMMERCIAL ASSESSMENT - SECONDARY

	1967	1968	1969	1970	1971
East York					
Res.	159,366,204	166,572,269	170,262,493	178,119,416	181,513,061
Comm.	75,344,002	77,056,455	79,355,131	80,504,134	84,170,927
Total	234,710,206	243,628,724	249,617,624	258,623,550	265,683,988
Tax Exempt	1,979,866	2,578,385	2,240,969	2,135,684	2,163,487
Total	236,690,072	246,207,109	251,858,593	260,759,234	267,847,475
Yr. to Yr. % Incr.			2.46	3.61	
Etobicoke					
Res.	462,689,243	473,228,585	486,303,845	496,832,872	513,949,546
Comm.	296,090,380	311,448,762	327,545,088	351,721,703	389,664,510
Total	758,779,623	784,677,347	813,848,933	848,554,575	903,614,056
Tax Exempt	15,465,714	16,113,521	21,272,359	21,332,370	22,359,648
Total	774,245,337	800,790,868	835,121,292	869,886,945	925,973,704
Yr. to Yr. % Incr.			3.72	4.26	
North York					
Res.	712,801,198	751,579,991	793,183,826	865,624,415	899,566,913
Comm.	294,133,940	323,312,735	354,588,631	390,672,593	471,079,045
Total	1,006,935,138	1,074,892,726	1,147,772,457	1,256,297,008	1,370,645,958
Tax Exempt	20,770,846	24,810,146	24,499,652	25,149,854	23,410,967
Total	1,027,705,984	1,099,702,872	1,172,272,109	1,281,446,862	1,394,056,925
Yr. to Yr. % Incr.			6.78	9.46	
Scarborough					
Res.	376,719,128	394,243,523	416,950,825	453,657,112	478,069,017
Comm.	165,832,505	190,837,485	208,144,381	217,880,441	243,876,307
Total	542,551,633	585,081,008	625,095,206	671,537,553	721,945,324
Tax Exempt	20,582,370	19,029,227	18,581,904	22,796,545	27,436,913
Total	563,134,003	604,110,235	643,677,110	694,334,098	749,382,237
Yr. to Yr. % Incr.			6.84	7.43	
Toronto					
Res.	963,097,138	977,982,642	997,375,974	1,005,841,854	1,044,645,848
Comm.	1,146,086,360	1,186,044,333	1,210,900,649	1,235,145,426	1,290,517,974
Total	2,109,183,498	2,164,026,975	2,208,276,623	2,240,987,280	2,335,163,822
Tax Exempt	82,854,882	70,755,803	76,402,130	74,480,676	74,346,450
Total	2,192,038,380	2,234,782,778	2,284,678,753	2,315,467,956	2,409,510,272
Yr. to Yr. % Incr.			2.04	1.48	

	1967	1968	1969	1970	1971
York					
Res.	182,492,854	184,317,784	187,401,164	193,182,830	196,699,993
Comm.	87,899,435	92,759,719	94,356,924	96,066,506	100,958,266
Total	270,392,289	277,077,503	281,758,088	289,249,336	297,658,259
Tax Exempt	1,574,858	2,217,895	2,169,658	1,867,872	1,890,600
Total	271,967,147	279,295,398	283,927,746	291,117,208	299,548,859
Yr. to Yr. % Incr.			1.69	2.63	
Total					
Res.	2,857,165,765	2,947,924,794	3,051,478,127	3,193,258,499	3,314,444,378
Comm.	2,065,386,622	2,181,459,489	2,274,890,804	2,371,990,803	2,580,267,029
Total	4,922,552,387	5,129,384,283	5,326,368,931	5,565,249,302	5,894,711,407
Tax Exempt	143,228,536	135,504,977	145,166,672	147,763,001	151,608,065
Total	5,065,780,923	5,264,889,260	5,471,535,603	5,713,012,303	6,046,319,472
Yr. to Yr. % Incr.			3.84	4.48	

"Organizations & Groups" BRIEF #42 (Supp. 2)

The Metropolitan Toronto School Board

155 College Street
Toronto, Canada M5T 1P6
Telephone (416) 863-9620
A. G. Gillespie, B.A., B.Paed.
Director & Secretary-Treasurer

July 18th, 1973.

Dr. J. R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Suite S-944,
252 Bloor Street West,
Toronto, Ontario.

Dear Dr. McCarthy:

The Metropolitan Toronto School Board has prepared documents for the Minister outlining some of the problems that we are having with the Provincial Ceilings and Weighting Factors. The Board gave approval for submission at the meeting held on Wednesday, July 18th, 1973. A copy of each is forwarded for the information of the Committee on the Costs of Education.

We are anxious that you have a copy of all material and documents that you feel will be helpful. Since many of the documents you list in your letter of June 20th are rather bulky it might expedite the transfer of copies if one of your staff could work directly with Mr. R. Thorman to identify the specific sections in which you would be interested.

We hope that you will feel free to contact Mr. Thorman about any of the matters in which you are interested.

Yours sincerely,

A. G. Gillespie

A. G. Gillespie,
Director and Secretary-Treasurer.

AGG/ler
Encl.

The Metropolitan Toronto School Board

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Director & Secretary-Treasurer

July 18, 1973.

To The Honourable Thomas L. Wells,
Minister of Education,
22nd Floor,
Mowat Block, Queen's Park,
Toronto, Ontario.

Dear Mr. Wells:

RE: 1973-1974 MINISTRY OF EDUCATION EXPENDITURE CEILINGS AND WEIGHTING FACTORS

This letter has been prepared upon the advice of Mr. B. G. Lowes, Chairman of the Ministerial Commission on the Organization and Financing of the Public and Secondary Schools in Metropolitan Toronto, and in response to your request. Mr. Lowes has suggested that any school boards or groups wishing to convey material that would have a bearing upon the 1974 ceilings and weighting factors should do so directly to the Ministry of Education Grants Committee as soon as possible. Additional data is being prepared in response to your letter of July 11, 1973.

This report was prepared by the Metropolitan Toronto School Board and copies are being made available to the Area Boards of Education.

A) GENERAL COMMENTS

Among Metro educators at all levels, there is a growing uneasiness with the cumulative impact of the Provincial ceilings on our operations.

Over the past three years, the School Board has consistently expressed opposition to the existing weighting factor/ceiling technique for controlling the costs of education in this Province. Scientific modelling of reality is an unbelievably costly and time-consuming proposition with no guarantees of ultimate accuracy. (The space exploration project in the United States is an example of one which relies substantially upon this type of mathematical modelling. However, that program has been underway for many years,

at an immense cost, and with a record which includes numerous failures.) With all due respect, the Ministry of Education has had neither the time nor the money to develop a weighting factor/ceiling technique which measures the unique differences among the boards of education in Ontario on a reasonable or equitable basis. Each year the School Board has attempted to assist the Ministry of Education to improve the existing ceiling formula; but we have had neither the funding nor the time to offer much more than general suggestions. In our opinion, the ceilings have continued to be mechanistic and grossly inadequate in recognizing the needs of the public school system in Metropolitan Toronto. The present ceiling technique coupled with the immediacy of resolving the problem of internal allocation of funds, are producing local situations which, in terms of the educational offering, are neither educationally sound nor publicly acceptable. Once again we urge the Ministry of Education to proceed to develop and implement some alternative technique for cost-control which will restore the vitality and spirit at the grass roots level that was operative prior to the ceilings. While we fully appreciate the difficulty of this assignment, our present assessment of the situation leads us to believe that some different course of action is essential.

Over the past three years, substantial reductions in the level of operation and scope of our educational offerings has occurred. At your request, the Area Boards of Education are presently preparing reports which will elaborate upon the cutbacks in our operations and the impact on pupils and staff. This information will be forwarded to you as soon as it becomes available. In the meantime, we take this opportunity to offer suggestions as to how the present weighting factor/ceiling technique might be improved.

B) WEIGHTING FACTORS

I. Special Education

In our present affluent society, families have more mobility than at any previous time in history. This enables families with children who have mental or physical problems to locate in areas where the medical and public services which they require are provided. Because of population mobility, an increased public awareness of social problems and other factors, it is not surprising that in Metropolitan Toronto, special education programs are a significant portion of the educational offering (Exhibit A). However, in our opinion, the present weighting factor for special education is inadequate and is forcing us to reduce expenditures for the regular grade pupil in order to sustain the special education program. The effect of this situation is compounded by the trend toward the withdrawal or resource approach, as opposed to the segregated approach, in providing special education. Class size in the regular grade program has to be larger to accommodate the resource approach. In addition, whereas the regular grade enrolment is declining, the special education enrolment is increasing. This places further pressure on the budgets for the regular grade programs with respect to their portion of the fixed and semi-variable expenditures.

On Exhibit B attached, we have identified the ordinary expenditures for the special education program in elementary schools segregated into direct, supporting services and indirect costs. From these, we have deducted the basic ceiling and the ceiling dollars produced by the special education weighting factor. The balance of $13,211,329 represents an amount which should be covered by the weighting factor but which, under the 1973 ceiling regulations,

must be provided from the budget for the regular grade students. The 1973 weighting factor for special education does not cover the additional expenditures in connection with the salaries and wages of teachers or the additional supporting services and indirect expenditures. In elementary schools, we estimate that approximately 50% of our expenditures for psychological services is required to support the special education program. Indirect costs for each special education student are estimated to be three times that for the regular grade pupil for plant operations and plant maintenance. This relationship is supported by the Ministry of Education's pupil-teacher ratio factor of .67 which is approximately 1/3 of the main stream program. Expenditures for all other indirect costs are calculated on the same basis as for a regular grade pupil.

In secondary schools, we are unable to separate the inner city school type operations from the special education programs, and as a consequence, we have combined the statistics for purposes of this report (Exhibit C). Again we have gathered the ordinary expenditures under the headings of direct, supporting services and indirect costs. We estimate that approximately 65% of the Psychological Services budget, and 50% of the Pupil Welfare budget are devoted to the inner city and special education programs. Indirect costs have been determined on the same basis as for a regular grade pupil. From the above costs, we have deducted the basic ceiling and the ceiling dollars produced by the compensatory weighting factor. The balance of $16,515,820 represents an amount which should be covered by the weighting factor but which, under the 1973 ceiling regulations, must be provided from the budget for the regular grade students.

We respectfully request that consideration be given to amending the special education and compensatory weighting factors which would adequately recognize the costs above the basic ceiling.

II. Compensatory - Elementary

Much has been written about the diverse and complex problems which are encountered in the large Metropolitan urban areas. Although it is possible to generalize about the impact of sound, air and visual pollution, immigration, public housing, welfare, socio-economic influences, etc. on school systems, the most effective and meaningful assessment of the problems takes place at the local school board level where personnel encounter the problems on a face-to-face, daily basis. In solving these problems there is always a degree of trial and error for which, in most instances, extra resources are required and additional costs are incurred. The Inner City and English-as-a-Second-Language programs are aimed at resolving the problems which are most intense in the core areas of Metropolitan Toronto. In most cases, special education, inner city and E.S.L. oriented problems are intermingled. It is not unusual to find inner city schools with substantial special education programs and E.S.L. programs as well. As a consequence, production of data in neat packages for these programs to correspond with weighting factors is difficult. However, in the exhibits we have attempted to assemble material which we believe helps to see the problems in focus. On Exhibit D, we have developed an analysis of immigration which indicates that the greatest percentage of immigration to Canada comes to the Province of Ontario, and the major portion of the immigration to Ontario lands in Metropolitan Toronto. In fact, Metropolitan Toronto gets approximately 30% of all immigration to Canada. Assimilation of the immigrant student into our system requires intensive effort in the social/cultural and language areas.

In Exhibit E, we have attempted to isolate the excess costs relating to the operation of the inner city and E.S.L. programs, in elementary schools. To the direct costs of instructional staff in these programs we have added 15% of the psychological services expenditures and 50% of the pupil welfare expenditures. In addition, we have added the indirect expenditures which relate to all pupils and the additional incremental expenditures in Plant Operations and Plant Maintenance. From these total expenditures, we have deducted the basic per pupil ceiling and an amount calculated using the 1973 weighting factor for compensatory education.

As a consequence of the inadequacy of the weighting for compensatory education, the additional costs required to sustain existing compensatory programs must be taken from the regular grade programs. We respectfully request that the weighting factor for compensatory education be adjusted to provide the additional ceiling in the amount of $20,328,978 necessary to sustain these essential programs.

III. Technical and Occupational

The technical and occupational weighting factor is related to vocational-technical and occupations - practical teachers and a pupil-teacher ratio approximately two-thirds of the mainstream program. In our opinion, there is a substantial difference in the flexibility which a composite school has as compared with a vocational school in terms of utilization of staff. A composite school is in a far better position to maintain class sizes approximating those of the mainstream program in the non-technical and occupational instructional areas. In the straight vocational schools, the average class size in the non-practical instructional areas tends to parallel the class

size in the shops rather than those in the mainstream programs in other schools. There is some justification for this in that the mainstream programs require a slightly different orientation to be relevant to the main body of students who select the straight vocational schools. One can also not ignore the as yet unmeasured impact of the inner city environment on the operations of these schools which are mainly located in the core areas.

We respectfully request that all teachers in the straight vocational schools be included in the calculation of the technical and occupational weighting factor.

In one of our earlier submissions to the Ministry of Education, we pointed out the defect in utilizing the median approach in determining a weighting factor. School boards which have limited vocational programs receive the same ceiling per pupil as boards which are operating close to the median. The net effect of this is to provide boards in the former situation with an unreasonably high ceiling and boards in the latter situation with an unreasonably low ceiling. In our opinion, there should be a basic ceiling related to the regular grade program, and weighting factors which recognize the specific level of technical and occupational programs, justified by the needs in each school board.

IV Admissions

All boards in excess of the median with regard to the ratio of admissions (other than at the beginning of the year) to total enrolment received a weighting factor to reflect additional costs experienced when the admission rate is high, up to a maximum of .020. The maximum ratio which receives the

additional weighting is 7.25. Metro's ratio is 10.18 but we are limited by the maximum of 7.25 and receive the maximum weighting permitted of .020.

We recommend that the scale be extended to provide Metro with the full weighting related to its ratio of 10.18. According to our calculations the weighting factor for admissions for Metro should be .030 rather than .020.

V. Instructional Salaries

The Metro school system has developed a merit plan designed to recognize exceptional performance in a career teacher. The criteria for evaluating career teachers for merit, such as a teacher's manner with children, teaching skill, impact on pupils, the classroom environment and the teacher's contribution to the life of the school, are similar to those used in considering the awarding of a permanent certificate. The merit plan is implemented in the Area Boards where teachers have voted or opted in favour of the operation of the plan. In the boards where the teachers have not voted or opted in favour of the merit plan, there is a cash payment arrangement. In the school year 1972-73, the estimated cost of the merit or cash payment plan in elementary schools is $750,000 and in secondary $1,700,000.

The instructional salaries weighting factor is based upon three components - experience, qualifications and salary schedule. Each of these component factors utilizes dollar converters which do not include provision for merit plans or the cash payments referred to above. In addition, the dollar converters make no provision for responsibility and other allowances which vary considerably from board to board. If there were provision for a local levy over and above the ceilings, as suggested later in this report, plans such as the merit one

might be funded from this source. However, under the present ceiling arrangements boards are discouraged from undertaking this type of innovative step.

We recommend that some provision be made in the 1974 ceilings which would enable school boards such as Metro to have some method of funding the merit type plan under the regulations.

VI. Density

Earlier in this communication, the opinion was expressed that the existing weighting factor/ceiling technique was mechanistic and was not nearly sensitive enough to recognize the varying needs and unique differences of the Metro School System. To a certain extent, the density factor has been regarded as an attempt to offset the deficiencies in the existing ceiling formulae. The School Board appreciates the measure of relief which this weighting factor has provided and recommends that it be continued.

Density creates a series of problems which would require much more sensitive analytical methodology to segregate than we presently have at our disposal. The effects of air and sound pollutants with respect to facilities management, large school populations on small school sites, the complexity created by the multi-problem combinations of special education, E.S.L. and inner city problems, inadequate parks and recreation facilities, areas of concentrated juvenile delinquency, are all situations which have their foundations in the area of population density. Certain weighting factors referred to earlier in this report, such as compensatory can provide ceiling recognition of specific programs, assuming the weighting factors are adequate. However, the ability of urban school boards to cope with the problems rooted in population density

require additional people. Communication is a vital part of the process. It is only when the communities can feel that their local school has a unique relevancy to them that the problems of population density can be kept within reasonably acceptable control. It is impossible to log the time required by School Board personnel at all levels which is utilized in communicating with students and residents. This is not to suggest that boards in outlying areas do not have to communicate. However, the point is that in the areas of high population density the problem of communication becomes more intense and the solutions to the problem more varied and more costly.

In the density weighting factor, Metro's statistic is off the scale and as a consequence, the school system receives the maximum weighting factor permitted. The metro statistic is 13.7 persons per acre whereas the maximum weighting factor is 10.5. The step used in the scale is 2.9.

We respectfully request an additional weighting factor related to density calculated as follows:

Elementary schools $\frac{3.2}{2.9} \times .02 = .022$

Secondary schools $\frac{3.2}{2.9} \times .01 = .011$

C) DECLINING ENROLMENT

In our letter to the Ministry dated April 3, 1973, the School Board requested that consideration be given to increasing the declining enrolment factor in elementary schools from 30% to 65% and in secondary schools from 30% to 60%. The School Board was advised that our proposal would be considered by the Ministry at the time the 1974 ceilings were being developed. We would like to reiterate the points made in our original submission.

Declining enrolment continues to create problems in planning and budgeting for the School Board. Although we are able to predict with reasonable accuracy, projected enrolments from analysis of grade statistics and identifiable trends, the greatest unknown is the enrolment change resulting from transfers from the public school system to the separate school system. Although the Separate School Board has been co-operative in providing us with information concerning their enrolment predictions, transfers take place as a result of other influences operative in certain communities which are virtually impossible to forecast by either board. When actual September enrolment declines below that projected, the ceiling calculation reduces and the time available to the school system to adjust expenditures accordingly is extremely limited. It should be noted that the school boards attempt to build into their employment and spending patterns reasonable flexibilities to take into account unforeseen eventualities. However, even if enrolment projections are entirely accurate, it is not always possible to achieve sufficient savings in direct and indirect expenditures proportionate to the decline in enrolment within the framework of a budget year.

When there is a decline in enrolment, it normally is spread throughout all grades and courses. As a consequence, the savings in direct expenditures such as teachers salaries, and other supporting expenditures, are not directly proportional. Exhibit F presents the supporting calculation related to this proposal.

It is recommended that the declining enrolment factor in elementary schools be increased from 30% to 65% and in secondary schools from 30% to 60%.

D) INFLATION ADJUSTER

Inflation continues to be a threat. Statistics Canada recently disclosed

that food prices leaped 2% in May with a 16.7% increase over the 12 month period. Certain economists are predicting that inflation this year will hit the highest rate in the past 20 years. The rate of inflation is difficult to predict because it can be significantly influenced by tax structure revisions, government controls over wages and prices, and by international fiscal and other activities.

The School Board is of the opinion that the announcement of the weighting factors and ceilings for 1974 and 1975 at this time, without provision for an inflation factor, would not be in the interests of sound educational planning. It is assumed that the Ministry of Education in developing weighting factors and ceilings for 1974 and 1975 will have incorporated some prediction of the effect of inflation on wage and other costs. An inflation factor should be included which would permit adjustment of the basic ceiling allowance in the event that the indices used to measure inflation in 1974-1975 reflect a situation other than the one incorporated into the original factors.

E) TRANSPORTATION

In its Memorandum B2, dated January 8, 1973, the Ministry of Education has stated, in connection with Field Trips, (i.e. trips other than school-to-school and home-to-school and return,) that "in 1974, such expenditure will be categorized as ordinary expenditure and will, therefore, be subject to ceiling limitations."

There is no doubt that given the financial restrictions under which the Area Boards of Metropolitan Toronto are working, that the number of field trips will have to be drastically curtailed when such a policy comes into effect. This is particularly serious in an urban area such as Metro where there is so much available for students to see and to learn outside of the classroom.

In Circular H.S.1 73/74, under the heading of organizational objectives, the Ministry of Education has stated that "a flexible scheduling system should also allow for a variety of learning processes based on student inquiry and research, on individual and independent study ... and on active participation in the community." Following this stated philosophy, it is obviously the Ministry's intent that much learning should take place in the community, and that children should be able to visit learning centres such as museums, art galleries, etc. freely in order to broaden their education. Thus it is a curious anomaly that this encouragement should be given in H.S.1 and restrictions should then be set out in Memorandum B 2.

If full education is to take place, and if the "vital qualities of intellectual curiosity and imagination" are to be encouraged as stated in H.S.1, then it would seem logical that some further expansion of the definition of school-to-school transportation should be seriously considered by the Ministry. It is an accepted fact by most educators that visits to such centres of culture and learning as the Royal Ontario Museum, art galleries including the McMichael Art Gallery, the Ontario Science Centre, and the Pioneer Village, are most valuable. Indeed, if the visit is properly conducted and organized, it may well be much more valuable than the comparable time spent in the classroom. Visits to government institutions such as the Ontario Legislature, the Courts and the City Hall, provide a type of learning that is indispensable for students in a democratic nation.

Consequently, we would respectfully request the Ministry to reconsider its proposal for January, 1974, and to redefine or broaden its school-to-school definition, as has already been done with regard to natural science schools, to encompass visits to places where education and learning indeed do take place, such as to those places mentioned above.

F) LOCAL LEVY

On numerous occasions, the Ministry of Education has stated that its policy is to decentralize education in Ontario and to provide local school boards with a wider decision-making authority. However, the existing ceiling limitation approach has all the characteristics of a centralization technique. Over the past three years, the school system in Metro has had to suffer substantial cutbacks in educational programs and support services, and trustees feel that there is little opportunity for them to experiment, innovate or meet unique community needs. We have become convinced of the need for some additional local leeway over and above the ceilings which will provide local communities with a degree of self-determination which presently does not exist. This could take the form of an optional local levy up to perhaps 2% of the calculated ceiling or perhaps a mill rate limitation. This local levy would provide funds to area school boards for unique programs for which local school authorities would be accountable to the resident taxpayer. It is our opinion that this would alleviate much of the frustration experienced by trustees today, and would restore their ability to respond to community demands which cannot be serviced within present ceilings.

G) OTHER COMMENTS

In our letter of April 3, 1973, the School Board raised certain other proposals which were to be the subject of further consideration at the time of developing the 1974 ceilings. These recommendations are as follows:

1) That, at the option of local boards, budgeted amounts for psychological services and related psychiatric and social work be considered as extraordinary expenditures. (reference, M.T.S.B. Brief dated February 28, 1973)

2) That, at the option of local boards, the School Board's share of unemployment insurance premiums and Canada Pension Plan contributions for teachers be

considered as extraordinary expenditures.

3) That, since immigration is a Federal matter, efforts be made to secure, through the Provincial Government, Federal funds to compensate boards involved in significant expenditures related to teaching English as a second language to the children of immigrants.

4) That a special committee of representatives of the school boards and the Ministry be established to explore more sensitive and effective methods of the long term control of educational costs.

H) SUMMARY

The School Board was encouraged by your letter of June 14, 1973, wherein you stated that it was your hope that by 1974 the major cost adjustment period in education will be behind us. The School Board stands ready to support the Ministry of Education in its efforts to convince the government that the educational system in Ontario requires substantial improvement over the level of service existing in 1973.

We respectfully request that consideration be given to the matters mentioned in this report which refer specifically to the Metropolitan Toronto school system, and we would be pleased to meet with you to discuss these matters in further detail. If there is any further information required, please do not hesitate to contact us.

Yours very truly,

Bruce C. Bone,
Chairman,
The Metropolitan Toronto School Board.

RIT/ra

THE METROPOLITAN TORONTO SCHOOL BOARD

Percentage of School Population in Special Education Classes
Comparison of Metro with Province
September 30, 1971

Elementary

	Province Excluding Metro	Metro	Total	Metro as a % of Total
Elementary school enrolment including special education	1,456,840	266,220	1,723,060	15.5%
Special Education enrolment	22,514	8,291	30,805	26.9%
Percentage of total enrolment	1.5%	3.1%	1.8%	

September 30, 1970

Elementary school enrolment including special education	1,194,938	270,550	1,465,488	18.5%
Special Education	23,022	8,076	31,098	26.0%
Percentage of total enrolment	1.9%	3.0%	2.1%	

July 12, 1973.

THE METROPOLITAN TORONTO SCHOOL BOARD

1973 Current Budget

Special Education - Elementary

DIRECT COSTS		
Instructional salaries and wages	$ 13,493,000.	
Fringe Benefits and Supplies	839,459.	
	14,332,495.	
Less: Extraordinary portion	1,023,145.	$ 13,309,314.
SUPPORTING SERVICES		
50% of Psychological Services		972,035.
INDIRECT COSTS		
12.5% of Plant Operations and Plant Maintenance ordinary expenditures	$ 4,184,922.	
4.2% of all ordinary expenditures not included in Direct, Supporting or Indirect	6,490,370.	10,675,292.
		$ 24,956,641.
LESS BASIC CEILING		7,984,974.
		$ 16,971,667.
LESS WEIGHTING FACTOR DOLLARS		3,760,338.
EXCESS COST NOT PROVIDED BY CEILING		$ 13,211,329.

July 12, 1973.

EXHIBIT C

THE METROPOLITAN TORONTO SCHOOL BOARD

1973 Current Budget

Special Education and Inner City - Secondary
(includes English as a Second Language)

DIRECT COSTS		
Instructional salaries and wages	$ 16,854,335	
Fringe Benefits and Supplies	960,697	
	$ 17,815,032	
Less: Extraordinary portion	113,572	$ 17,701,460
SUPPORTING SERVICES		
65% of Psychological Services	$ 740,793	
50% of Pupil Welfare Services	364,687	1,105,480
INDIRECT COSTS		
Plant Maintenance incremental costs	$ 230,728	
9.9% of all ordinary expenditures not included in Direct, Supporting or Indirect	16,311,111	16,541,839
		$ 35,348,779
LESS BASIC CEILING		15,762,190
		$ 19,586,589
LESS WEIGHTING FACTOR DOLLARS		$ 3,070,769
EXCESS COST NOT PROVIDED BY CEILING		$ 16,515,820

July 13, 1973.

EXHIBIT D

THE METROPOLITAN TORONTO SCHOOL BOARD

Analysis of Immigration

	1970	1971
Total Immigration to Canada	147,713	121,900
Total Immigration to Ontario	80,732	64,357
Percentage of Ontario to Canada	55%	53%
Total Immigration to Metropolitan Toronto	44,574	35,000
Percentage of Metropolitan Toronto to Province of Ontario	55%	54%
Canada	30%	29%

Source: - Immigration Secretariat - Ottawa

July 12, 1973

EXHIBIT E

THE METROPOLITAN TORONTO SCHOOL BOARD

1973 Current Budget

Inner City Schools - Elementary
(includes English as a Second Language)

DIRECT COSTS		
Instructional salaries and wages	$ 28,293,990	
Fringe Benefits and Supplies	1,810,815	$ 30,104,805
SUPPORTING SERVICES		
15% of Psychological Services	$ 291,610	
50% of Pupil Welfare Services	567,555	859,165
INDIRECT COSTS		
Plant Maintenance incremental costs	$ 279,730	
22.35% of all ordinary expenditures not included in Direct, Supporting, or Indirect	38,229,594	38,509,324
		$ 69,473,294
LESS BASIC CEILING		42,877,086
		$ 26,596,208
LESS WEIGHTING FACTOR DOLLARS		6,267,230
EXCESS COST NOT PROVIDED BY CEILING		$ 20,328,978

July 13, 1973

EXHIBIT F

THE METROPOLITAN TORONTO SCHOOL BOARD

Calculation in Support of Increase in Declining Enrolment Factor

		Elementary $		Secondary $
1)	Ordinary Cost Per Pupil	810.		1,307.
2)	Short-Term Direct Savings			
	-Teachers $\frac{\$10,335}{30}$ x 2/3	230.	$ $\frac{14,286}{24}$ x 3/4	446.
	-Supplies	31.		47.
	-Other	22.		30.
		283.		523.
3)	Long-Term Savings	527.		784.

Present factor for declining enrolment	30%	30%
Proposed factor for declining enrolment	65%	60%

April 2, 1973.

SUMMARY OF COMMENTS FROM AREA BOARDS OF EDUCATION ON THE IMPACT ON SCHOOLS PROGRAMS OF BUDGET REDUCTIONS CAUSED BY CEILING LIMITATIONS

I EDUCATIONAL PROGRAM

1. Increase in Pupil-Teacher Ratio

The reduction in number of teaching staff necessitated by current budgetary restrictions and declining pupil enrolment will result in an increase in number of students per classroom. This will vary from 1 to 3 at the elementary level to as many as 5 additional students at the secondary level. The critical effects of this increase in class size will be the sacrifice of program flexibility, individualized instruction and a wide range of options - in fact the essence of educational innovation developed over the past 10 years. In one school, certain geography, history and physical education courses have been cancelled; in other schools, various language programs (German, Latin, Russian, etc.) have been dropped. Every subject area and every grade level will be facing more restricted programs. (For further details, see appendix). Students who had planned their courses of study may suddenly find that some of their course selections will no longer be offered, and they will be forced, midstream, to pick up other credits. Many program innovations and pilot projects will be phased out due to lack of available staff. Little time or staff will be available for small group instruction and for personal attention to those students in the regular classroom who are more gifted or who require more individual assistance. Children in their early education, those needing specific academic or behavioral counselling and those needing extra-curricular support will also suffer.

2. Reduction in Services for Students with Special Learning Problems

Due to the cut in funds, special service staff (psychologists, guidance counsellors and resource teachers) will be reduced. In some instances, remedial reading classes cannot be provided. These cuts have been made despite the fact that psychological and social problems appear to be increasing. Children with learning difficulties will become even more isolated in the larger sized classes.

3. Curtailment of Various Cultural Programs

Financial provision for symphony concerts, drama, ballet, opera, pantomime and dance presentations has been severely reduced and will afford only limited access to those worthwhile projects. In many instances these programs, developed by professional artists and companies, have been the first and only contact students have had with the performing arts.

4. Reduction or Cancellation of Field Trips

In a number of instances, unless students can finance the outings themselves, many of these invaluable excursions to conservation centres will be curtailed. At least two Area Boards have had to drop the Bolton Outdoor Education program. Funds will no longer be available for visits to the Art Gallery, Museum, Planetarium, Pioneer Village, etc.

II TEACHING AND NON-TEACHING PERSONNEL

1. Staff Morale

The general budget reductions and the increased pupil-teacher ratio have had an extremely negative impact on staff morale. With the continual threat of loss of job security, teachers view the current ceilings as a devaluation of their profession and their personal worth within it. The constant tension and disheartened feelings no doubt have also had an effect on the students in the classroom.

2. Increased Work Load

Besides having to teach more students, teachers will also have to teach more class hours. In many instances subject coordinators, vice-principals, library staff and guidance counsellors will be sent into the classrooms to teach part-time. This means that their services will be reduced for assisting teachers, students and parents in the capacity for which they were appointed. In the effort to avoid cancelling courses, many teachers will be required to instruct in subjects with which they are unfamiliar. The increased teaching load will also mean that less teacher supervisory time will be available. The amount of time for lesson planning, exchange of staff ideas and program coordination will become extremely limited, and yet the need for this planning time will increase drastically.

3. Cutback in Provision for Occasional Staff (supply teachers and paraprofessionals)

If supply teachers are not available when regular staff are ill, internal arrangements may be required which will further restrict or inhibit the effectiveness of the instructional program. In some situations, the lack of provision for supply teachers may force the cancellation of the program for the period of the teacher's absence.

4. Reduction of Secretarial Help

The reduction of secretarial help in school offices and libraries will mean that more of the clerical work will have to be done by teachers. This will further reduce the time they can spend with students.

5. Sabbatical Leave

Sabbatical leave for personnel has been severely curtailed; some Area Boards have been forced to abolish it altogether for the coming academic year.

III SUPPLIES AND EQUIPMENT

As the teaching work-load has increased, the resources available have decreased. Moreover, costs of supplies are steadily rising so that even if it were possible to maintain a constant budget figure, that figure would present a substantial decrease in the ability to provide essential materials. Budget restrictions will reduce the amount of instructional supplies, textbooks, reference material and other materials for classroom programs. This will be particularly noticeable in high cost areas such as home economics, industrial arts, art and music.

1. Effect on Individualized Program

Several programs, designed to enable students to work independently, will have to be curtailed as supplies will not be available to conduct them. These courses include Independent Reading Programs in English, film classes, programs which involve extended individual use of the library, programs using extra scientific equipment and those requiring individual use of AV equipment. Many of the innovative programs conceived to implement the ideas of HSI will have to be discontinued.

2. Library Resource Centres

Funds for the purchase of library materials have been reduced, and in some instances, subscriptions to periodicals cancelled. This reduction comes at a time when many teachers are trying to conduct programs which involve independent use of the library, familiarity with research techniques, and programs involving the librarian as a supplier of customized packages of information. Moreover, the necessity of scheduling classes in the library will further inhibit the effectiveness of the open style library arrangement.

3. Replacement of Lost Equipment and Repair of Damaged Equipment

In many schools no further money is available for replacement of stolen or lost equipment.

Funds are severely restricted for repair of damaged equipment. In some cases, unless the teacher or a student can repair the articles themselves, a disruption of the course will occur. This is particularly critical in technical courses where repair of machinery is vital but costly.

IV CARETAKING AND MAINTENANCE

Due to budget restrictions, school buildings are now being undermaintained. This, Area Boards feel, is a false economy as it will result in increased costs in the future. Moreover, at the same time as maintenance staff is decreasing, the area of plant to be maintained is increasing. Declining enrolments will have little effect on the caretaking factor as the area of plant and the number of repairs will remain the same.

V COMMUNITY RELATIONS

With the increased teacher work-load, little time will be available for necessary parent consultation and discussion. Development of extensive community programs or teaching arrangements which involve parents in the school curriculum will have to be curtailed as sufficient staff or time for their implementation will simply not be available. This occurs just at the time when many communities are wishing to become more involved in the school program. Moreover, in several instances, funds cannot be provided for the newsletters which were a good source of contact between the school and the community.

NOTE: For further detail on these restrictions, please consult the attached.

THE BOARD OF EDUCATION FOR THE BOROUGH OF EAST YORK

July 6th, 1973.

RE EFFECTS OF 1973 CEILINGS

Mr. Chairman and Members,

At the June 25th meeting the Board discussed a letter from the MTS Board requesting information from the area boards on the effects of the 1973 Ministry ceiling limitations on the level of services in East York. The Board approved this motion....

> "That we inform the MTS Board of the economies this Board has been forced to take because of the budget ceilings."

The Officials have prepared this statement following the order of the items studied by the Board in preparing its 1973 Budget.

1. No sabbatical leave for any personnel granted for September 1973. The agreements with the Teachers' Federations and past practice call for some sabbatical leave.

2. The supervisory time for summer school is reduced and the p.t.r. increased by 1.

3. The overnight Outdoor Education program for Bolton Camp is dropped effective September 1973. The Board is desperately looking for some way to allow the financing of this most valuable program for Grade 6 children.

4. The performing arts program in the school is cut by 50%. This program of bringing skilled musicians, singers and actors to the children in school was started several years ago and provides an exposure to the performing arts which many children would otherwise not receive.

5. Over the last few years staff conferences have been repeatedly reduced. In 1973 the further reduction of 50% means that the sharing of ideas outside the System will not occur in most supervisory and subject areas. In the long run this can result in an inward-looking system.

6. Supplies for instructional use have been reduced in 1973 to below the formula level. The logic in providing good building and good teachers at great expense and then denying these people materials with which to work is not apparent. In a time of cut back of "things" rather than "people" there is little choice. Any further reduction will seriously affect the program.

7. The housekeeping costs for the Board's buildings including maintenance and caretaking have been reduced sharply over the past few years. The further reductions this year in staff of about 5% and in contracted services will result in a poorer standard of cleanliness in the buildings. The reduction in maintenance costs is now causing delayed expenditure. We are under-maintaining our buildings and this can only result in increased costs in the future.

8. On the basis of returning eight Assistant Co-ordinators to the classroom 50% of the time, the equivalent of 4 full-time teachers is achieved. However, the service normally provided in helping individual and groups of teachers will be drastically curtailed. Work on curriculum building and development will be slowed down.

9. The one teacher on loan to the audio-visual department will be returned to the classroom. This will decrease the assistance that can be given to classroom teachers in the development and use of audio-visual equipment. The professional assistance in previewing and choosing films, film strips, etc. etc. will be greatly reduced.

10. The reduction of secretarial help in school offices and libraries will mean that more of the clerical work will need to be done by teachers thus reducing the time they can spend with students.

11. The reduction of secretarial help in the administrative offices means more pressure than usual at peak work periods.

12. The reduction of instructional staff from a formula total of 710 to 669 means...

    (a) that Principals will have less help from Vice-Principals for supervision as some Vice-Principals will be required to teach up to 50% of the day.

    (b) Junior and Senior Kindergarten classes will need to operate with slightly larger enrolments giving teachers less time for individual help.

    (c) Programmes in Oral French and English as a Second Language will need re-organization and/or a reduced programme. In E.S.L. it will be necessary to concentrate on those pupils who require the most help.

    (d) Reduction of Centrally Employed personnel will mean less supportive staff in remedial reading, vocal music and outdoor science.

    (e) Reducing the formula quotas of teachers available for allocation to schools will result in increases as follows....

        + 1.4 in average class size in the elementary schools
        + 1.0 in the Intermediate P.T.R.
        + 0.7 in the Secondary P.T.R.

    While these are relatively small increases, it does mean slightly larger classes and in some cases an extra class/day on the time-table.

As a sample, here is a look at specific effects in three Schools, one elementary, one intermediate, one secondary.

ELEMENTARY SCHOOL

Organization

- In June 1972 Secord School (inner city) was staffed for September 1972 on the basis of an average class size of 28.7.
  In June 1973 the staffing for September 1973 gives an average class size of 30. However, the itinerant music teacher has been removed from Secord and the principal and staff wish to continue the same program. The average class size will be 31.3, an increase of 2.6 pupils per class.

- The tighter organization means a lack of flexibility -

- E.S.L. students can no longer be blocked in one class.

- streaming as a method of handling individual differences is reduced because of reduced number of classes in a grade and class size.

- the school organization may have to be re-done in Sept., if 10 pupils move into one grade because of the critically high numbers per class.

- the compensatory class will be eliminated. This class was a make-up class for slow learners who take one more year than usual to complete the elementary grades but who never "fail".

- carrying out of the concept of meeting individual differences in academic, social, emotional areas will be reduced.

Vice-Principals

- teach part-time
- reduces back-up help for teachers when child "blows."
- Principal time will go to V.P. work and reduce time on PPBES and community involvement. Tighter organization takes more time.

Remedial Reading

- teacher time reduced
- A vice-principal will take up part of difference and further aggravate the shortage of V.P.'s.

Bolton

- missed by pupils, parents and staff
- parents investigated providing substitute but found it beyond their ability to pay.

Reduced Performing Arts

- only time many children would see such productions
- H. & S. is investigating a substitute to fill gap.

Care-taking

- reduced service to teachers and H. & S. re plays, etc.
- men work harder to make up.

Team Teaching

- Further extension of program halted by lack of money to knock rooms together.

Transportation

- cut-back in field trips

Centrally-employed

- will particularly miss help in music, math and reading.

Summer School

- program modified because of larger numbers

Secretarial

- Cut will come in library, resulting in reduced service to pupils and teachers. Library secretary functions more as a library assistant than as secretary. Volunteer help hasn't proved to be a good substitute.

Library and AV

- Supply cut-backs will not affect too much this year.
- The library is too small to hold more books.
- A/V equipment is in good supply and school can "coast" for a year or two.

General Supplies

- wont be a problem. This year's budget amount is the same as last year's actual. (Cost increases might create a problem not seen by the principal).

Junior High
[redacted] SCHOOL

Organization

- A confirmed reduction in staff will necessitate an increased teaching load for present staff and in all probability reduce staff participation in coaching extra-curricular activities.

Library

- Next year the school librarian will teach two periods of English thereby lessening the library service.

Vice-Principal

- The teaching load of the Vice-Principal will increase from 12½% to 20% of his time. This will reduce the time the Vice-Principal usually spent on supervision of instruction, curriculum development, etc.

Industrial Arts

- Much out-dated equipment which should be replaced, will remain in use.

Field Trips

- A reduction in the number of field trips will be necessary because of a reduction in funds available for this purpose.

English as a Second Language

- It is very doubtful that New Canadian students will receive special assistance from E.S.L. teachers as they have in the past.

Secretaries

- One full day of secretarial service will not be available.

Caretaking Services

- The loss of one full caretaker will result in a reduced level of service.

Audio-Visual

- Certain audio-visual equipment will not now be obtainable.

[illegible] SCHOOL

Organization

- In the 1973-1974 school year, services provided to students by the school will be reduced because of a reduction in support services.

- Teachers will have more preparations.

- Teachers will be teaching subjects that are not their specialities.

- Enriched classes will run in conjunction with regular classes instead of in addition to regular classes.
  One serious result will be a reduction in staff supervised extra-curricular activities.

Secretarial Help

- A reduction of one secretary will reduce the service to teachers.

Audio-Visual

- The loss of one-half the services of the audio-visual technician will require teaching staff to do themselves the many services provided in the past by the A/V Dept.

Field Trips

- A reduction in the field trip programme is now necessary.

Maintenance

- Many preventative maintenance jobs will not be done. The longer these jobs are delayed the more costly they will become.

Respectfully submitted,

D. A. Morrison

Director of Education
& Secretary-Treasurer.

DAM*ep

COMMENTS REGARDING THE EFFECT OF THE MINISTRY'S CEILINGS ON THE ETOBICOKE EDUCATIONAL SYSTEM, WITH SPECIAL REFERENCE TO 1973

A. INSTRUCTION

1. In the past two years, the redeployment of Primary, Junior and Special subject Consultants back to classrooms has resulted in a reduction of leadership, guidance and direction for grade teachers. This year there was strong pressure from Principals, teachers and supervisory staff for the reappointment of consultants at least in the Primary division where there are continuing needs in Primary Reading and in French, Music and Science. These proven needs had to be denied.

2. During the past two years there has been a reduction from 5 to 4 Associate Superintendents and from 13 to 10 Regional Superintendents, with the result that the workload of the men in these positions has increased and their consultative support has been spread more thinly. The success of the Master and Merit Plans in Etobicoke is dependent on the involvement of the supervisory staff with Principals and teachers concerned.

3. The reduction of 65 Secondary School teaching positions this year and 93 Elementary School teaching positions is resulting in -

(i) the establishment of larger classes in both Elementary and Secondary Schools,

(ii) the reduction in the availability of Library Resource Centre personnel and remedial assistance in the Elementary Schools,

(iii) the elimination in Secondary Schools of certain courses selected by students.

4. In the past two years, changes in the formulae for the provision of secretarial assistance in our schools has increased the workload of these people. This year the decision to have most Secondary School secretaries and many Central Office staff work on a 48/52 school year for the purpose of effecting a saving in the salary account, will result in the reduction of services that can be provided to students and teachers in the schools.

5. As non-academic staff such as clerks, secretaries, buyers, data processors have left, the positions have not been filled with the result that remaining staff members are carrying an increasing load and are not able to supply the same kind of service that

has characterized our System in past years. Approximately thirty established positions have been left vacant this year. Also, this approach of leaving positions vacant is not one that is supportable from the point of view of maintaining a balanced organization.

6. Withdrawal from the Bolton Outdoor Education Program has resulted in cancellation of a two and one-half day residential outdoor education program for 2,880 Etobicoke students. This program has generated positive commendation by students and parents.

7. Elimination of the Grade 3 Swimming program from September to December deprives Etobicoke public school children of an opportunity of learning to swim.

8. Elimination of a Summer School allowance has removed the possibility of commencing a Summer School program in Elementary Schools.

9. No Etobicoke teachers have been granted Sabbatical leave for the 1973-74 school year. This is having a negative effect on staff morale.

10. A drastic reduction in the budget for personnel training will result in fewer special reading teachers being qualified at a time when the need for these people is growing.

11. The continued sparcity of funds for summer curriculum development means that these materials are being developed over the last two years under great difficulties and with some "thinness" of approach. The present policy of the Ministry in issuing guidelines to the Province, leaves local Boroughs with the need to develop supportive materials and resources and somewhat specific outlines to help teachers in the work that they are expected to do in the schools. Perhaps the Ministry is unrealistic in this approach although we feel that the involvement of the local teachers in curriculum development is a very fine movement. It does, however, require both time and money for implementation.

12. Student assistance, vital to the Science and Library programs in the schools, has been discontinued. This puts an additional burden on teachers at a time when they will have larger classes and, in many cases, more classes to teach.

13. Supplies and Utilities

(a) The reduction in Instructional Supplies will require schools to operate with 2 1/2% fewer dollars for supplies at a time of rising costs. The net effect will be that teachers and students will have about 95% of the supplies normally used.

(b) The very sharp reduction in the text-book budget at a time when the cost of text-books is increasing appreciably, will restrict schools to the purchase of approximately 85% of the books normally required.

(c) The reduction in Curriculum development supplies for the Curriculum Co-ordinating Council, seriously curtails the impact of this organization. The Curriculum Co-ordinating Council developed as the vehicle for curriculum change from the well-known Curriculum Inquiry conducted in 1970. This inquiry involved students, teachers, parents, ratepayers and community organizations across the Borough.

14. Fees and Services

Over the past few years the Borough of Etobicoke has developed a very fine program of curriculum enhancement in music and drama for the public and secondary schools. Basic premise of this was to bring professional artists to the local school and to develop in the local community an idea that the Arts form part of their local community life. The success which attended this program is conspicuous. A very fine feeling for the Arts developed and the rapport between artist and students was almost beyond belief.

The elimination of music concerts will have a deleterious effect on the music program, particularly in our Middle and Secondary Schools.

The elimination of the Prologue to the Performing Arts program denies our Primary and Junior students an opportunity for this valuable enrichment experience.

Withdrawal of grants for the Royal Ontario Museum, the Art Gallery and the McLaughlin Planetarium will result in fewer students having the opportunity of visiting these valuable educational facilities.

15. Replacement of Furniture and Equipment

(a) In our Secondary Schools a reduction of budget from $96,600. to $12,100. means that individual items of equipment requested by Principals will not be supplied. This will have an adverse effect on school programs as obsolete and worn-out equipment remain in use in the schools.

(b) In Elementary Schools a similar effect will be felt.

B. EDUCATIONAL SERVICES

1. In our Special Education Branch, despite a growing number of problems resulting from the present social climate, it has not been possible to accede to requests for --

(i) Lay assistants,

(ii) Speech teachers,

(iii) continuance of the Saturday morning program for perceptually handicapped children.

In addition, 5 members of the Central Office staff have been redeployed. This will increase the time required in completing educational assessments of specific learning disabilities and will severely limit our ability to deal with special behavioural problems.

2. A fund for attendance of staff at educational conferences, most important in keeping us in the forefront of educational thought and progress, has been reduced by 50%. This follows a 50% reduction in 1972 from a fund that was not large to begin with.

3. Reduction in Library supplies, A. V. supplies and materials, research supplies, will limit the effectiveness of our educational services.

C. PUPIL WELFARE SERVICES

The reduction in the number of Attendance Counsellors will result in a slower response to schools' requests.

D. BUSINESS ADMINISTRATION

The impact of ceiling limitations on the operations of the Finance Department have been insidious and slow, rather than sharp and dramatic. This stems from the manner in which budget restrictions have been imposed in order to accommodate the ceilings.

In the initial two years of spending ceilings, a conscious decision was made to shelter the school programs as much as possible from the effects of the ceiling. Of necessity this meant that the service units of the Board were, in the initial instance, required to shoulder a more than proportionate percentage of the budget restrictions.

As evidence of this approach, the Board has established the practice of not replacing business office staff in almost all cases. This means that, at the present time, we are operating with almost 20% fewer staff than when the ceilings were first imposed, and this is particularly serious in the case of such positions as a Senior Buyer, Supervisor of Cafeteria Services, Administrative Assistant for Academic Personnel Records. The result is that many staff members have assumed extremely heavy burdens and are not able to maintain the level of service that characterized our operation in previous years.

E. COMPUTER SERVICES

In an effort to effect economies, Etobicoke has made the decision to divest itself of most data processing equipment and personnel by utilizing a Data Processing Service utility. This has resulted in a saving of money but the level of service has not come up to our expectations or requirements.

F. PLANT OPERATIONS

1. For the past three years the number of additional caretaking staff approved has never reached the numbers requested. In this period of time 400,000 square feet has been added with only an increase of 5 caretakers. In the meantime the buildings have aged three additional years, holiday periods have been increased and there have been greater incidents of long term illness. Each of these factors has contributed to a lessening of service for each of the schools, i.e., floors are refinished over a longer period of time, lights and blinds are cleaned less often and shampooing of carpeted areas is delayed.

The same comment applies to Secondary Schools.

2. In 1970 the allocation for supplies in elementary schools was $125,000. These funds have been decreased during a period when costs have been increasing. For secondary schools the decrease in funds has been from $95,000. in 1970 to the present $87,044.

The cost for providing light, heat, power and water has increased by 21% from 1971 to 1973. While a portion of this increase can be attributed to the increase in area, the remaining amount of approximately 11% was not covered by the amounts provided under the ceilings. It is mandatory for light, heat, power and water to be provided to maintain the schools in operation. No reductions can be made in this area. With the cost of utilities increasing under a fixed ceiling which is not adequately adjusted to take these increases into account, this results in less money for other necessary items in the budget.

In general, all of the above factors indicate that the standards of cleanliness will have to be decreased. This can only result in a deterioration of the classroom environment both for students and teachers.

G. PLANT MAINTENANCE

School buildings and facilities are the school board's largest capital asset. Proper maintenance protects this investment and ensures that these physical resources yield the maximum educational output. Adequate maintenance and care to preserve and extend the useful lives of school plant are the most important means available in effecting school plant economies. Over the past three years the imposition of the Minister's ceilings has placed great pressure on the maintenance budget.

The largest single factor in the overall maintenance budget is the cost of labour (45%). To control this area the Etobicoke Board has reduced its staff by 8% but between 1971 and 1973 the cost of salaries and fringe benefits has increased by 9% thereby eliminating the advantage of staff reduction.

The Etobicoke Board of Education has always held the philosophy that the only men on staff should be those to maintain the day-to-day operation and the remainder of the work should be handled through contracted services. This system has resulted in Etobicoke having the lowest cost of maintenance per square foot in comparison with other Metro Boards over the years. However, with the inflationary period over the last two years the cost of contracted services has also increased to the point where, combined with the wage increases of the Board staff, it has resulted in serious cutbacks in planned maintenance necessitating postponement of necessary work and resulting in greater expense at a future time when these repairs will become more demanding. It is acknowledged that the school maintenance budget, like that of any financial program, must be expected to face trimming and paring, but the cuts now experienced, combined with those of the past two years, have changed the maintenance program from that of a well-planned effective operation into a "fire-

fighting" process handling items by emergency only. Because emergencies are legitimate and demand immediate attention, the maintenance budget is constantly struggling to keep abreast of a backlog of work without ever making any appreciable inroad on the yearly workload which piles up. All work is done in the quickest manner which cannot be planned ahead with regard to efficiency or economy.

Prior to 1971, Etobicoke was just reaching the point where a planned program of preventive maintenance was being established to eliminate emergencies by anticipating them, when the ceilings were instituted. Since 1971 the maintenance budget has increased only by $73,000. or 3.7%. At the same time, the size of the system has increased by 9% or 463,421 square feet, prices of goods and services have increased, the physical plant has grown older and labour costs have escalated at an average of over 7% per year. This is creating a cumulative backlog of maintenance items which are affecting the appearance of the facilities, the preservation of the value of the property, the day-to-day operation of the plant and the well-being of the children who are required to attend school.

We are having to put off repairs and preventive procedures that a prudent businessman would not postpone.

July 10, 1973.

NORTH YORK

THE BOARD OF EDUCATION FOR THE BOROUGH OF NORTH YORK

STATEMENT TO THE METROPOLITAN TORONTO SCHOOL BOARD

ON THE EFFECTS OF BUDGET CEILING LIMITATIONS ON QUALITY OF EDUCATION

Introduction

In reference to the request of the Metropolitan Toronto School Board to prepare a statement on the effects of budget ceiling limitations on the quality of education and the impact of declining enrolments on the budgetary process, the Board has confined its remarks to a general review of the effects on the three levels of instruction - elementary, junior high and senior secondary schools - and in addition the effects on educational services which support academic programs of the school system.

Earlier this year the Board prepared a detailed response to one of the models (Plan C) which was considered by the Metropolitan Toronto School Board in its endeavour to reach the Ministerial ceilings in 1973. The actual dollar reductions inherent in this plan were listed and reviewed individually, and as many of the items had either already been approved by the Board or received subsequent approval in establishing the 1973 budget, we feel little purpose is served in discussing these details again. The comments in this report have emphasis on the effects of the current Ministerial ceilings on the quality of education, the impact of declining enrolments on the budgetary process and finally the erosion of the autonomy of the Board in fulfilling its responsibility for education in the Borough of North York.

Until this year the Board has managed to achieve its reductions in areas that have not affected the classroom, i.e. the class size has been maintained and there has been no significant increase in pupil/teacher ratios. This year, however, there was not sufficient room remaining in the non-instructional areas of the budget to absorb the reductions required. With over 85% of the Board's operating budget being represented by negotiated salary agreements, and in view of the fact that 65% of the budget is comprised of classroom teaching salaries, reductions to meet the ceilings in 1973 had a significant impact on the quality of education.

ELEMENTARY SCHOOLS

Increase In P.T.R.

In elementary schools the greatest impact will be felt as a consequence of increased class size. The proper pupil-teacher ratio is always a function of the particular educational objective being sought. With more students to whom to relate, teachers will be less able than formerly to apply the most appropriate teaching strategies to particular educational situations.

They will have to employ, more often, those teaching strategies that are only successful with larger groups and only suitable for a limited number of educational objectives and less often those strategies needed for a fewer number of students and a broader range of education objectives. There will be less time and energy for the small group support and instruction necessary for the gifted, for slower learning children, for children in their early years of schooling, for children needing specific academic or behavioural counselling, for children needing extra-curricular support and for parental interviewing and counselling. Although the impact from this restriction will not be felt immediately, it will have serious, long-range effects.

Abolition of Paid Para-Professional Help

The reduction of para-professional support for teachers necessitates more time and energy being given to clerical and caretaking tasks and leaves less time for students. Teachers will have to opt more often for teaching larger groups and setting educational objectives that satisfy general needs and ignore specific individual ones.

Reduced Consultative Support

At a time when teachers will have more responsibilities in the classroom, and less opportunity to develop particular programs for individuals, there will be less leadership support available to them. Both in-school and out-of-school supervision and consultation have been cut back and teachers will be left more often to their own devices in devising and implementing new programs. This will result in fewer new pilot programs and a heavier reliance on traditional older methods that have sometimes outlived their usefulness and on commercially prepared and developed programs that have been created and are mass marketed.

Insufficient Funds For Supplies, Texts and Equipment

More immediate in its effects, although probably less harmful eventually, are the program restrictions necessitated by lack of funds for supplies, texts and equipment. Some present programs in art, communications and science will have to be abandoned because they require material support beyond the minimum allowable.

Big Reduction In Out-Of-School Education

At the same time, out-of-school experiences will have to be curtailed. Pupils will be less able to go out into the community if transportation or fees are involved. Pupils, particularly those whose parents cannot afford to subsidize the cost, will have fewer experiences in the conservation areas and fewer excursions to other areas of Ontario. Teachers will be forced to rely on more artificial or contrived experiences within the classroom. This will certainly result in more sterile, less exciting programs.

A Confusion In The Real Aims Of Education

Teachers of elementary age pupils are confused by the conflict between the economic realities of a reduced budget and the current educational philosophy supported by the

Ministry. This philosophy encourages an awareness of the need for individual pupil diagnosis and planning, development of curricula to meet local needs and constant intelligent communication with parents. This dichotomy, both sides of which seem to be emanating from the same source leaves teachers frustrated, low in morale and drained of energy. Such a condition can only lead to inferior programs and inferior relationships between students and teachers.

JUNIOR HIGH SCHOOLS

Fewer Program Opportunities

The junior high schools are in the process of adapting existing curriculum guidelines; commenting on the cyclical review of the intermediate division; submitting innovative courses; and adjusting to the changes brought about by P1J1, soon to be P2J2, and the credit system outlined in HS1. They are striving to provide a relevant and flexible curriculum for the young adolescent. The application of the ceilings will delay considerably these program and curriculum adjustments now underway and contemplated.

Less Individualization - For Regular Students

Teachers faced with increases in class size and changes in conditions of work, which increase their workload and decrease their clerical and para-professional assistance, will revise their priorities. They will devote less time to individualizing instruction and program; they will have less time to co-operate with colleagues in the articulation of program as part of a continuum or part of the integration of subject disciplines. The necessary reduction in the supply budget and audio-visual services will lead to a greater dependence on textbook materials.

- For Special Students

Educational administrators know that meaningful experimental programs require careful preparation and involve some redistribution of resources. The principal with reduced physical and human resources is less likely to support alternative programs and more likely to protect remedial aspects of the academic program at the expense of enrichment and cultural activities. It will be difficult to advance the family of schools concept which involves the close co-operation of staffs and principals and extensive committee work. The adjustments necessary to meet new conditions dictated by the ceilings have taken and will continue to take time which would have gone to develop these approaches.

Less Community Involvement On The Part Of Staff

The increased pupil-teacher ratio, which has had the effect of reducing the staff of each school by two, has harmed not only program development but also staff morale. When surplus staff has been generated by higher pupil-teacher ratios, the school program suffers if a team is broken up, or if a teacher who was hired because of a specific skill leaves,

carefully forged links with the community are disrupted. These factors dishearten the entire staff as well as the individual teacher, who feels his personal worth has been questioned and wonders what his position will be if further cuts are necessary the following year.

Lowering Of Staff Morale

Teachers believe the ceilings reflect a devaluation of their profession and their worth as individuals within it. They see career opportunities declining as in-service training is curtailed, the number of chairmen restricted, and sabbatical leave all but abolished. Their opportunities to dialogue with consultants at the Borough and the Provincial levels in such a way as to influence and be influenced by the best thinking on educational matters have decreased. They are reacting to these altered circumstances by withdrawing or threatening to withdraw services. The schools are likely to lose what is often one of the most valuable services the teacher has to offer; namely, his voluntary acceptance and promotion of after school relationships with his students. The young adolescent has very intense social need. Teachers who work with this age group are aware of these needs and are attracted by this aspect of this age group. The adverse reaction of parents, students, and many of the teachers to any actions which will prevent these needs from being met, will effectively destroy a great deal of the job satisfaction this group of teachers enjoys.

SECONDARY SCHOOLS

Anti-Ministry Trends

The impact of budget ceiling limitations on secondary school programs in North York goes far beyond such clearly visible items as reduction in classroom supplies and equipment, curtailment of support services and building maintenance. The most damaging effect has been the deterioration of staff morale, and the increase of alienation and mistrust between the school community and the Ministry of Education.

Although not all the proposals for meeting the ceiling limitations were implemented, the teacher's work load has been increased, and the resources available to him have been decreased. The security of those in leadership positions (department heads, vice-principals, etc.) has been threatened, and the importance of their leadership function has been questioned. The concept of education as a co-operative partnership, involving the Ministry of Education, the local Board of Education, and the administrative and teaching staff has been seriously eroded. The feelings of frustration and isolation have already brought the secondary teachers to a withdrawal of voluntary services, and will inevitably drive them to a form of protective and militant unionism.

Status Quo Attitude

The reduction in provision of human resources such as supply teachers, laboratory assistants, clerical help and the opportunity for sabbatical leave, will engender the attitude of "maintain the status quo" among teachers. At a time when increased demands are being placed on teachers' time for curricular planning, interaction with the parents and working

within a family of schools, less time will be provided. The leadership team in the school, uncertain of their position in subsequent years, will find it difficult to develop long range plans for the development of school and family programs.

Student Unrest

Students are sensitive to these conflicts and tensions. They feel threatened - not merely by the possibility of limited course selection and larger classes, but also by the implications that budget ceilings have for innovative and imaginative teaching. Together with their parents, they are concerned over the loss of autonomy for boards of education in determining appropriate levels of expenditure for a particular community. It should be noted that the entire budget process has given many students and staff a better understanding of the difficulties found by trustees and administrative staff and an awareness of the complexities of political decision making.

Teacher Unrest

A school is a complex growing organism. This growth has led to new teaching techniques which respect the individuality of the student and his need to be actively involved, to community involvement in the school program, and to a breaking down of barriers between elementary, junior high and secondary school teachers through families of schools. If this growth is stunted through the process of budget restriction, the school may become sterile, teachers will probably revert to procedures which are more mechanical and structured, and program innovation will likely cease. If restrictions become more stringent and alienation increases still further, militant unionism, work-to-rule practices, and student dissatisfaction could completely eradicate the type of school program which has been developed in North York.

Staff Reaction

In the course of the 1973 budgetary process, a senior secondary school representative on the budget task-force summarized the impact of ceilings as follows:

> "You mentioned HSI and the credit system. It seems to me that the Minister of Education in putting forward the new organization for high schools was saying that the schools had to be more concerned with the individual. The teachers and students should be able to react together in appropriate situations so that students would have a better opportunity to learn from their teachers. The Ministry was also saying 'free up the program so that there will be greater flexibility and opportunity for students to learn under different disciplines'. It has suggested a great many other things that schools should be doing in the way of providing resource materials and help for students. The Ministry was also recommending very strongly that the principal make sure that the amount of guidance that is available for the students and their parents be

increased so that they will be fully aware of the choices they are making. It was recommending that the staff in the school be consulted and the staff in turn consult with the students and the community at large about function, purpose and the operation of the school." At a time when the Ministry is telling us to do more things in new and different ways, these budget cuts seem very strange and totally illogical.

EDUCATIONAL SERVICES

In the mid-60's the Ministry of Education delegated responsibility for supervision of instruction and program to the local Board of Education. Therefore, each Board of Education has been responsible for providing supervisory services which formerly were provided by the Ministry. The Ministry, today, plays a consultative role only in the matter of program development and provides no direct supervisory services. This development has made it necessary for budgetary allocations to provide these services.

As a result of budgetary restrictions, with the accompanying reduction of administrative, consultative, and clerical staff, as well as material resources, the educational services previously provided by this Board of Education, have been either seriously curtailed or eliminated in a number of major areas.

The following outline is intended to provide a brief description of those areas most seriously affected.

Services To Staff

Effective September 1, the consultative professional staff will be divided into three units: a central cadre, four support teams (one per area), with the remaining group re-assigned to classrooms.

Although this design contains some obvious educational advantages, three serious problems emerge: subject co-ordinators will be unable to respond to requests on any continuing basis; a number of consultants who have been assigned to classrooms will no longer be available to teachers who seek assistance in specialized areas - home economics, industrial arts, and film arts; borough-wide courses and workshops previously conducted by co-ordinators and consultants will be drastically reduced.

Program Development

The necessity to curtail expenditures has practically eliminated a number of educational and cultural programs, i.e. pilot projects, visual arts, mathematics assistance program, borough musical festivals. In other instances, beneficial activities including symphony programs, prologue to the performing arts, and field trips have been continued on a self-supporting basis.

The removal of financial support by the Board of Education for field trips has already resulted in a 50% cancellation of groups scheduled to visit such places as Cedar Glen, Friendly Acres, Albion Hills, and the Clairemont Conservation Field Centre.

Professional Development Program

Professional development opportunities have been adversely affected by a 50% reduction in funds for in-service conferences and workshops in Ontario, and the elimination of financial support for conferences outside of Canada. Opportunities for staff to visit other schools and educational centres have been reduced.

Financial assistance for spring and fall conferences sponsored by the Principals' Associations, Vice-Principals Association, and I.D.E.A. has been virtually withdrawn.

In 1973 the number of sabbatical leaves granted to a staff of over 5,200 has been reduced to three.

Curriculum

The development of curriculum guidelines and resource materials has been the responsibility of co-ordinators working in co-operation with members of their departments and other staff. It is anticipated that co-ordinators will experience increased difficulties in their efforts to provide this service.

Library Services

The loss of consultative staff as of September 4, 1973, will prevent the continuation of assistance to resource librarians, staffs and students. In addition it will remove from schools the assistance which newly appointed resource librarians have previously received. The loss of consultative staff will place heavy demands on the co-ordinator and his assistant who will be responsible for the implementation of all aspects of the library program.

Educational Research Services

In order to accommodate the increased number of requests from school staffs and administrators, the co-ordinator and two research assistants will be required to assume extremely heavy workloads. At the same time, this department has accepted the added responsibility for standardized testing across the Borough, e.g. ordering, distributing, administering, scoring and analyzing tests, for which no additional staff has been added.

Publication of news letters and other consumer research materials will be further curtailed. Liaison with Educom (North York Education and Community Council) will undoubtedly be affected.

Special Education

Five resource teachers have been returned to the classroom with the consequent reduction of service and loss of support for students with perceptual and/or other handicaps. The decrease in the number of Special Education programs from 233 to 227, will result in some students with identified handicaps not receiving the degree of support prescribed.

Psychological Services

The necessity to delay the appointment of two psychologists previously recommended for 1973-74 will create a further deterioration in service and increase the waiting period for assessment of referred students. Since Program Development funds have been decreased the planned preventative programs will not be implemented.

Guidance Services

The loss of two assistant co-ordinators in the central staff will result in many services being denied to schools.

Student and Community Services (Central Office)

The Consultant for Special Programs has been returned to the classroom, thereby eliminating the co-ordination of the drug program and also decreasing the support to the North York Council of Student Presidents (NYCOSP). The Cultural Programs and Community School activities funding has been lost. The transportation budget has been reduced and the provision for field trips and extra-curricular activities requiring buses has been reduced.

Clerical

Clerical staffs in the Student and Community Services Department, Special Education and Guidance Services have been reduced so that Special Education and Psychological Services reports required for the September opening of school will not be completed. The reduction of the work year (10 months, 3 weeks) for remaining clerical staffs in the supportive services departments increases the problem, and will result in a decrease in the services provided to the school and to the community.

During the past three years, a period in which total enrolments have continued to increase and new schools have been opened, the availability of consultative staff has been reduced due to budget resirictions. In order to meet this year's ceilings, one-third of the consultants of this system have been returned to full time teaching duties. This will drastically reduce the necessary support services for teachers new to North York, teachers who have been reassigned, and follow-up on recommendations arising from our recent reading and mathematics task force reports. In addition, the introduction of courses which have been developed on a pilot project basis and are presently being spread to additional schools in such areas as music and science will be aborted. As well, the development of innovative

programs in response to the urging of the Ministry of Education and in response to our local needs will proceed without staff resources available to our teachers to ensure a quality of program in keeping with our traditional standards.

The Impact of Declining Enrolments on the Budgetary Process

During the last twenty years, North York has frequently been described as the most rapidly expanding community in Canada. From 1952 through to 1972, the North York Board of Education's enrolment mushroomed from 14,286 to 106,157, for an average annual growth of approximately 4,600 students.

Although at over 106,000 students, North York is now the largest Board in English speaking Canada, enrolments are at their peak and will begin to decline.

By September 1975, public school enrolments are expected to decline by approximately 5,500 pupils, while junior high and secondary school enrolments will remain relatively steady. By 1982, North York's enrolments should have stabilized near 85,000 students. The reasons for the decline in enrolments are numerous and well-documented. It is sufficient to say that during the last decade enrolment changes have been anticipated and pupil accommodation planned accordingly. At its peak requirements, the Board had approximately 10,000 students in portable classrooms.

In planning its schools the Board adopted the community concept in which as far as possible an elementary school would be no more than one mile walking distance from the student and also that no child would be required to cross a main traffic artery. This has undoubtedly afforded a most desirable situation for community life in North York, but at the same time has increased the per pupil operating and administration costs. Although enrolments are declining in total, in certain specific areas they are growing, creating a demand for new school facilities and the necessary overhead expenditures. While vacant space has become available it still requires maintenance and caretaking services.

The Ministry of Education has attempted to recognize the effect of declining enrolments by allowing a 30% addback to enrolment projections in determining the total dollars provided under the 1973 ceilings. This, however, is inadequate to its purpose, in that the net decrease in enrolment which is comprised of a decline of 2 or 3 or even 8 students in a school, has no significant effect on the fixed costs of operating the unit. When the enrolment declines are netted against increasing enrolment in other areas of the Borough, which require new school facilities and associated overhead costs there is virtually no relief in relation to the total loss in ceiling dollars in a declining enrolment situation. The amount of money to run the school system is based on enrolment and as enrolment declines so does revenue. However, many costs are not related to enrolment, such as painting of schools, consumption of energy, and size of the physical plant. Some criteria other than enrolment should be established to govern the fixed costs of the school system.

The Board shares with the Ministry of Education a desire to ensure the fullest utilization of school facilities and that these should be used for educational, social and recreational purposes. The Ministry has given consideration to the impact of community use of schools in the budget and has excluded the portion of our normal operating expenditures in plant operation and plant maintenance from ordinary expenditures to which ceiling limitations are exposed. As enrolments decline it is necessary that there be corresponding reductions in plant operations from year to year, by the closing of unused space, etc. However, this is not compatible with the concept of meeting all community requests and it is impractical to suggest that as plant operation budgets are decreased, the community share of these costs should also decrease. Under the present arrangements, in instances of an expanding community requirement, the regular caretaking services to the school will deteriorate to a proportionate degree. An alternative arrangement should be established for the financing of the community use of schools rather than merely a transfer within a total operating budget whose limitations are governed by student enrolment.

Special Education has been a matter of great concern to the Board in recent years. Although there is a general decline in enrolment at the elementary level, the demand for Special Education in the school system is increasing. The extra dollars generated by the weighting factors for pupils having special learning difficulties falls substantially below the amount required for special instruction. Because of the inadequacy of the Special Education weighting factors, funds must be drawn from the regular day school program and the present system of weighting factors forces a choice of spending priorities between Special Education and regular day school program. The major burden of Special Education falls at the elementary school level, which is already suffering from the effects of declining enrolment and the inflexibility of its instructional requirements. These two factors place an almost intolerable burden on the resources made available to the elementary schools. Declining enrolments are bound to have a significant influence on the morale of the teaching staff but when this factor is accentuated by a necessity to increase class size in order to live within the ceiling limitations the effect on the teacher is traumatic.

Finally, the North York Board of Education expresses concern over the loss of local autonomy in the imposition of ceilings. During the year 1967 through to 1970, the community of North York willingly supported a local levy to the extent of $3.552 million to maintain a quality of education in the area of professional development of its teaching staff. Further, the Board is apprehensive that a continuation of rigid financial controls at the provincial level would mean an inordinate transfer of funding away from education which will ultimately prevent the Board from meeting its obligations to the changes in society. Declining enrolments, the de-escalation of construction, and the retirement of debenture debt, are now operative and will significantly reduce educational costs in the future. Continued pressure to go beyond what is now in sight hardly seems warranted.

In approving its Operating Budget for 1973, and as an indication of its concern in the matter of educational responsibility, the Board of Education adopted the following resolution:

"BE IT RESOLVED that the Metropolitan Toronto School Board be advised:

a) that the Board of Education for the Borough of North York regards the present target budget as unnecessarily harsh, as educationally unsound, and damaging to the quality of education in North York;

and

b) that the North York Board in submitting its budget does so under duress, and takes the strongest possible exception to a budgeting process which denies a local school board its traditional right to submit a budget representing a balance between what is educationally sound and financially acceptable to the local community."

July 3, 1973

(1) Policy re Transfer of Staff from Positions of Responsibility to Teaching Positions

It is imperative to staff morale that a clearly enunciated policy be established regarding salary whenever a staff member is transferred from a position of responsibility to the role of teacher.

i) The staff recommends that if a person teaches part-time and continues to perform his present responsibility on a part-time basis that the responsibility allowance be continued.

ii) The staff recommends that if a position of responsibility is eliminated due to budget reductions and the staff person is returned to the classroom on a full-time basis, the person's salary will be "red-circled" at the 1972-73 level, and will continue to be "red-circled" until such time as the rate of salary of the position from which he was promoted reaches his present salary. Then, at that time, the "red-circle" is removed and the salary increases in accordance with regular increments and/or changes in schedule.

(2) Possible Revisions re Senior Administration and Consultative Personnel	Reduction in 1973 Estimates
i) Reduce number of Superintendents of Schools from five to four. Reduce associated clerical staff.	$ 12,000
ii) Reduce number of Administrative Assistants in Department of Superintendents of Schools from three to two. Reduce associated clerical staff.	$ 5,000
*iii) Reduce number of Administrative Assistants and/or Consultant in Department of Student and Community Services from three to two. (Amount: $5,000)	
(*This item was withdrawn by the Director of Education as it is included in item v) below.)	
iv) Continue to assign consultative personnel to fill teacher vacancies until June 1973.	$ 80,700
v) Assign most assistant co-ordinators and consultants to the equivalent of half-time classroom teaching, effective 1 September 1973, for the academic year 1973-1974. The assignments as listed in the report—equivalent to 27 teachers. (This does not include	

vi) Reduce allowances for program development. $ 26,413

vii) Reduce travel expenses due to reassignment of consultants to classroom. $ 1,740

viii) Reduce fees and expenses for courses associated with professional development. $ 5,115

ix) Reduce supply allocations in all departments by 5% to correspond to similar reductions approved for schools. $ 13,410

(3) Possible Revisions in Elementary Schools

(i) Principals:

a) Assignment of 1 principal to 2 small neighbouring schools according to following criteria: same family of schools, similar communities, adjacent to one another, enrolment under 250 in each school. (2) Schools: Brookhaven and Hardington. $ 8,306

b) Assignment of 1 principal and 2 vice-principals of large school to assume responsibility of adjacent small school. Schools: Flemington and Saranac. $ 8,306

c) Assignment of principals to half-time teaching in other schools with fewer than 250 students. (13) $ 26,000

(ii) Vice-Principals:

a) Reduction of vice-principals under present formula. (6) $ 40,949

b) Reduction of vice-principals under a new formula of 600/1 and 1000/2. (4) $ 27,300

c) Assignment of vice-principals to half-time teaching in schools with fewer than 750 students. (28) $ 51,520

iii) Reduction of learning resource librarian's role to half-day in schools with fewer than 250 students. (16) — $ 32,000

iv) Termination of 10 para-professional positions. (To offset their loss, A.V. Technicians from all Jr. and Sr. H.S. will be reassigned to serve a family of schools under the supervision of the Asst. Superintendent of Schools.) — $ 20,192

v) Reduction of itinerant French teachers. (3) — $ 12,000

vi) Reduction of itinerant Music teachers. (2) (Amount: $8,000)

vii) Reassignment of five special education resource persons. (Amount: $20,000)

viii) Reassignment of school guidance counsellor positions. (22) (Compensatory teachers will still be provided for "Inner City" schools.) (Amount: $69,920)

(Note: With regard to this item, the Director of Education submitted a report advising that, as requested by the Board, the Ad Hoc Special Education Liaison Committee at its meeting held on 11 April 1973, considered the budget reduction possibility, "Termination of elementary school Guidance Counsellor positions", and passed the following motion in this regard:

ix) No replacement of teachers on special assignment who are retiring. (2) — $ 8,000

x) Reduction of supply teaching budget for conferences, conventions and co-operative professional development days. (Amount: $10,000)

xi) Suspend Sabbatical Leave, effective 1 September 1973. (Amount: $41,683)

xii) Suspend Grade 5 swim program, effective 30 June 1973 including rental of pools. — $ 14,800

Reduction in 1973 Estimates

(4) Possible Revisions in Junior High Schools

i) Assignment of teaching duties to in-school administration according to formula. (3 schools) — $ 6,427

In schools with fewer than 600 pupils, the principal and/or vice-principal would teach the equivalent of one-half a teacher.

	Reduction in 1973 Estimates
ii) Reduction in the number of Chairmen according to revised formula. (162 positions)	$ 97,828
The proposed formula permits a minimum of 6 and a maximum of 10 Chairmen in each J.H.S. For every unit of 100 pupils, above a base of 600, an additional Chairman would be allowed toward the maximum of 10.	
The traditional organizational design which exists in junior high schools would be erased. Each principal would be encouraged to create a new organizational design for his school that best suits the unique needs of pupils in the intermediate division.	
iii) Reduction of supervision time for Chairmen by 20%. This would constitute a saving of 6 teachers.	$ 25,709
iv) Reduction of supply teaching budget by the cancellation of remaining supply teacher days which had been assigned for conventions, conferences and co-operative professional development days for the present calendar year. (Amount: $5,000)	
v) Suspend Sabbatical Leave, effective 1 September 1973.	(included above and below)
vi) Reduce total expenditures for clerical salaries by employment of office staff in junior high schools on a 10-month plus 3-week basis. (Amount: $43,137)	

5. Possible Revisions in Senior High Schools

i) In schools where the administrative team consists of 3, (principal and 2 vice-principals), the team provide the teaching strength of one-half teacher. (2 schools) In schools, where the administrative team consists of 4, (principal and 3 vice-principals), the team provide the teaching strength of 1 teacher. (7 schools)	$ 38,400
ii) Reduction of vice-principals under present formulae. (2)	$ 15,200
iii) Combine responsibility of department heads into single headship in following instructional areas in all schools (languages - other than English - sciences, business education). (39 positions)	$ 31,980
iv) Retain position of Minor Head of Department only in those instructional areas where at least two full-time teachers are employed (average 60-80 periods per week). Elimination of Minor Headships below 60 periods. (38 positions)	$ 16,720
	Reduction in 1973 Estimates
v) Appoint Assistant Heads of Departments only in those large departments which have 320 periods + of instruction per week (e.g., English). Present criteria: 150 periods - 1 Asst. Head; 320 periods - 2 Asst. Heads. (94 positions)	$ 37,600

Trustee Higgins moved that this reduction be approved. The motion was carried.

vi) Reduce timetable allocation for supervisory and administrative duties to Department Heads by 50% (equivalent to 46 teachers). (Amount: $220,800)	$105,984
vii) Terminate the position of Laboratory Technicians in senior high schools as of 15 June 1973. (18 positions)	$ 51,930
viii) Suspend Sabbatical Leave, effective 1 September 1973. (Amount: $27,218)	
ix) Reduce supply teacher budget for remainder of academic year due to elimination of attendance at conferences, conventions. (Amount: $5,000)	
x) Reduce total expenditures for clerical salaries by employment of office staff in senior high schools on a 10-month plus 3-week basis. (Amount: $50,764)	
xi) Reduce allocation to each senior high school for Commencement Exercises by two-thirds. (Amount: $13,300)	$ 6,650

6. Possible Revisions in Plant Operations

i) Reduce permanent staff by 18 positions, through attrition.	$100,000
ii) Reduce allocations for caretaking supplies by 5% to conform to corresponding reductions in other departments.	$ 17,578
iii) Reduce fees and services due to light snowfalls during past winter and eliminate improvements to grounds.	$ 90,000
iv) Exchange cost of grass cutting of school grounds with Borough for use of buses by Parks and Recreation Dept. in summer day camp program.	$ 39,000
v) Transfer cost of caretaking services to Health Rooms from Ordinary to Extraordinary expenditures, as per grant regulations.	$ 88,135

	Reductions in 1973 Estimates
7. Possible Revisions in Plant Maintenance	
i) Reduce further the provision of contracts for painting (previous reduction - $100,000)	$ 50,000
ii) Transfer costs of maintenance of Health Rooms from Ordinary to Extraordinary expenditures, as per grant regulations.	$ 32,573
8. Possible Revisions to Other Services	
i) Waive permit fees to Parks and Recreation Department in exchange for supervision and operation of Community School Program by Parks and Recreation Department.	$ 35,000.

REPORT OF THE INSTRUCTION DEPARTMENT

(To illustrate the effects of budgetary limitations, 5 of our 108 public schools and 2 of our 20 collegiates have been chosen at random across the borough.)

1. LIBRARY BOOKS, FILMSTRIPS, etc.

Effective September, 1973, funds for purchasing library books and materials will be reduced by almost 75%. This reduction was accomplished as follows:

(a) Established Schools

Principals were permitted to determine where to make reductions in their consumable accounts. They reduced their library accounts by an average of 19%.

The effect of such reductions will not be seriously felt in a single year. However, continued reductions would mean that inventories would drop below acceptable levels.

(b) New Schools

Reductions amounting to 34% were made in the Establishment Grants for Libraries in those schools opening for the first time in September, 1973 - 1 Collegiate, 7 Public. The 66% remaining will allow these schools to get started in the fall of 1973. It will take them longer to fully equip their libraries. Beginning in January, 1974, they will have to use regular school budget funds for this purpose.

(c) Library Additions and Conversions

A reduction of 90% was made in the Establishment Grants in these situations. This means that, although the schools are opening new library resource areas, they will be stocking them with those books, etc. on hand and from their normal budget funds.

(d) Increased Costs

The cost of books, filmstrips, and library supplies has increased substantially during the past year. Therefore, each dollar buys less.

2. SUPPLIES

Public schools must reduce their supply accounts by 15%, secondary schools by 11%. This puts them below the 1971 level if increased costs are taken into account. Schools will be affected as follows:

Norman Cook	-	No great impact in the broad sense. However, in terms of specific programs that reflect the activity-oriented philosophy of Living and Learning, some effect is unavoidable.
St. Margaret's	-	Extremely critical situation in a relatively new school with an expanding population. No reserve has been developed and as a result this reduction will have direct effect on the classroom programs that teachers are able to offer.
Highcastle	-	The cut-back will be detrimental in terms of the type of program that can be provided. Little expansion of programs will be possible.
John McCrae	-	Special areas such as Industrial Arts, Home Economics, Art and Audio-Visual services will be hard hit because of the pressures of increased costs of materials. Programs will necessarily be curtailed. Teacher use of copiers, overheads, and other teaching aids will also be curtailed.
St. Andrew's	-	A difficulty is anticipated towards the end of 1973. The closing of two classrooms during the current year has cushioned the blow of reductions at the present through the sharing of their surplus resource Future problems could result if relief is withheld over an extended period of time.
Sir John A. Macdonald C.I.	-	Some call-off of programs is unavoidable in the Technical, Home Economics, Art and Music departments. Revision of programs has already resulted in the Art program due to shortage of supplies. Problems have also resulted in the Music program due to exceptional outlays in repair budget. Food program has also been affected resulting in a revision of program.
Midland Avenue C.I.	-	Escalation of prices for materials, coupled with budget reductions, has resulted in a greater emphasis on theory and less practical work in some technical areas. Additional revision of programs is inevitable if budgetary restrictions are continued for any extended period. Home Economics and Art programs have required review and changes to keep within budgetary limits.

3. CLASS SIZE

Pupil-teacher ratios have had to be increased across the system. Effective September, 1973, the average class size has increased by 2 or more pupils, with resulting reductions in attention to individual pupils. Schools will be affected as follows:

Norman Cook	-	No significant change. Because of falling enrolment in this mature, geographic area, the P.T.R. has remained relatively static. The projected class average of 29 is not appreciably higher than this year.
St. Margaret's	-	Class average is expected to increase by 2-3 students to an overall average of 30 per class. In the opinion of the Principal, this will create problems in the open space facilities of the school by restricting the flexibility provided by these areas.
Highcastle	-	The present class average at this school is 31 pupils per class. With the retention of the existing Grade 7's and 8's, an expected influx from new multiple housing in the area, this figure is expected to increase to approximately 33 pupils per class.
John McCrae	-	The existing organization for the 1972-73 year, resulted in a class average of 28 pupils. Projected class sizes for the coming school year fall within the 33 to 34 range.
St. Andrew's	-	Class averages for the coming year are expected to increase by 2 pupils from a current figure of 30 pupils per room.
Sir John A. Macdonald C.I.	-	The increase in the overall average for all classes will be approximately 2 students per class. This would raise the P.T.R. from 26 to 28. However, some academic classes as a result will necessarily be in the range of 35 students or more.
Midland Avenue C.I.	-	The present class average is approximately 27 students. The projected class average for the coming year is expected to reach approximately 31 students. Classes bordering on 40 are a definite possibility in academic subjects.

4. LAY ASSISTANTS

Because of the ceilings, no additional funds could be allocated for lay assistants in such fields as library and science.

Norman Cook, St. Margaret's, Highcastle, St. Andrew's	-	These 4 schools have no lay assistants.
John McCrae	-	The Audio-Visual technician will be retained at this school. He will continue to serve this Senior school and the four feeder schools as in the past.
Sir John A. Macdonald C.I.	-	Student aides to assist in the Library and Science are being retained with some curtailment of the total time allotment of their services.
Midland Avenue C.I.	-	Lay help in the areas of Audio-Visual and student aides for Science and Library are being retained at existing levels.

TEACHER PLACEMENT

Teachers must now teach courses which are not their main interest, sometimes in types of schools which they would not choose on their own.

As of July 6, 1973, three secondary school teachers, rather than remaining in the Metro. pool of surplus teachers, have accepted positions in fields which are not their first choice. Thirteen teachers have had to be moved into occupational or vocational schools rather than be in the surplus pool. Four teachers have had to change both their subject field and their type of school.

6. TEACHER MORALE

Provincial ceilings, because they have highlighted Scarborough's relative position within Metro., have resulted in a serious erosion of teacher morale.

Low teacher morale, although evident in public as well as secondary panels, was far more pronounced in the collegiates, as indicated below:

(a) Sir John A. Macdonald C.I. - As a result of the budget restrictions, a general lack of support for extra-curricular activities developed. Strong feelings regarding the larger class size with a resultant decrease in individualization of program, were clearly evident. At specific times of the year, especially upon occasions when the budget situation was peaking, discipline problems increased. This may have resulted from the preoccupation of teachers with problems not directly related to their classroom program.

(b) Midland Avenue C.I. - Morale was extremely low at certain periods. A general militancy and work-to-rule attitude developed in individual situations and among some small groups. A quiet determination to fight suggested guidelines developed. In some cases, an unwillingness to participate in some extra-curricular programs, because of projected, increased teaching load, had been voiced. The staff generally was upset by announcement of reductions in numbers and transfer of colleagues.

HAS:vl
July 9, 1973

THE BOARD OF EDUCATION FOR THE BOROUGH OF SCARBOROUGH

REPORT OF THE PROGRAM DEPARTMENT

1. REDUCTION IN SUPERVISORY STAFF

- One Supervisor of Music, out of a total of four, was returned to a school.
- One Assistant Supervisor of Physical Education, who retired, has not been replaced.
- Two Assistant Supervisors of French, out of a total of three, were returned to the schools.
- Two Outdoor Education teachers were returned to the classroom, leaving two teachers to carry on the Outdoor Education program.

2. COURSES

Some collegiates dropped courses at various levels due to the increased pupil-teacher ratio. The following examples will illustrate the point:

- Agincourt C.I. discontinued the study of World Politics.
- Cedarbrae C.I. discontinued the study of Speech Arts.
- Birchmount Park C.I. discontinued the Special Commercial Course and Vocal Music.
- R. H. King C.I. discontinued the study of Year 5 Music and a second Year 5 French credit.

3. LIBRARIES

Staff services have been reduced in many libraries, ranging from Junior Schools to Collegiates. Seven representative schools have been affected as follows:

- Norman Cook Jr. P.S. (JK - 6)
  Library Resource services have been greatly reduced. No teacher-librarian has been assigned and the Library Resource Centre will operate only as internal staff arrangements permit.
- Highcastle Jr. P.S. (JK - 6)
  A teacher-librarian will be on duty half of the day instead of for the whole day.
- St. Andrew's Jr. P.S. (JK - 6)
  A teacher-librarian will be on duty half of the day instead of for the whole day.

LIBRARIES (continued)

- St. Margaret's P.S. (JK - 8)
  No reduction in library personnel is being made. This condition will continue until growing enrolment forces some change.

- John McCrae Sr. P.S. (7 - 8)
  A teacher-librarian will be on duty half of the day instead of for the whole day.

- Sir John A. Macdonald C.I.
  There has been a reduction of one teacher in the Library Resource Centre at this collegiate.

- Midland Avenue C.I.
  There will be no reduction of service in the Library Resources area of the school. This is a unique situation because of the expansion of the Library Resource Centre of the school. Library Resource personnel will be maintained at the expense of other departments.

4. REMEDIAL PROGRAMS

Formalized remedial programs have been severely reduced in many schools and eliminated in others. The following seven schools have been affected as indicated:

- Norman Cook Jr. P.S. (JK - 6)
  The remedial program has been completely deleted except for that provided by the regular classroom teacher. This is a major loss in a school which has many educational problems caused by the ethnic, social and economic backgrounds of the community.

- Highcastle Jr. P.S. (JK - 6)
  There will be no staff available for a formalized remedial program.

- St. Andrew's Jr. P.S. (JK - 6)
  There will be no staff available for a formalized remedial program.

- St. Margaret's P.S. (JK - 8)
  Some decrease is anticipated in the remedial program. This is due to the fact that the school has chosen to maintain personnel in the Library Resource Centre. The Library Resource teacher will be expected to do some remedial work.

- John McCrae Sr. P.S. (7 - 8)
  There will be no staff available for a formalized remedial program.

- Sir John A. Macdonald C.I.
  There will be no staff available for a formalized remedial program.

- Midland Avenue C.I.
  There will be no staff available for a formalized remedial program.

5. CONVENTIONS AND CONFERENCES

Expenditures for conventions and conferences have been cut by approximately 30%.

6. IN-SERVICE TRAINING

Expenditures have been reduced by approximately 30%. This means that financial assistance cannot be given to as many teachers who wish to take short courses to up-grade their knowledge of both subject material and teaching techniques.

In addition, fewer outside experts and educators can be brought to Scarborough for in-service progr ams.

7. GENERAL SUPPLIES FOR VARIOUS DEPARTMENTS, e.g., FRENCH, MUSIC, ART, ETC.

The amount of money spent on supplies has been reduced by 20%. For example, material for the LFI program, which we are trying to introduce into all of our schools by September, 1974, is unlikely to be available. Itinerant teachers will have to carry supplies from school to school.

8. CULTURAL PROGRAMS

Cultural programs have been cut by approximately 25%. For example, Students' Symphony Concerts have been cut from six to two commencing in September. Prologue to the Performing Arts presentations have been cut to half of those p resented the previous year.

9. AUDIO-VISUAL - FILMS, TAPES, TRANSPARENCIES

These items have been heavily cut. In 1973, few new film purchases have been made, i.e., less than 10% of those of the previous year.

July 10, 1973
JJW/as

TORONTO

THE IMPACT ON SCHOOL PROGRAMS OF BUDGET REDUCTIONS CAUSED BY CEILING LIMITATIONS AND DECLINING ENROLMENT

(PREPARED BY THE STAFF OF THE TORONTO BOARD OF EDUCATION)

July 11, 1973.

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GENERAL STATEMENT

It is difficult to separate "the impact on school programs of budgetary reductions required because of ceiling limitations and ... the impact of declining enrolments", particularly from the point of view of students, parents and teachers who see only the increases in class size coupled with a continuing decline in the availability of services and materials, and who put all of the blame on the most visible cause. In an effort to relate these changes more directly to the likely cause, it has been assumed that any reduction in staff or material which maintained the existing level of service may be attributed to declining enrolment while any further reductions may be attributed to changes brought about by the need to meet the budget ceilings imposed by the Ministry of Education. What follows is a general summary of the changes relative to each of the two factors, followed by comments from a selected group of schools and from various central departments.

A comparative statement of the expenditure budgets of the Toronto Board of Education for the years 1970 (the last budget prior to the introduction of ceilings), to 1973 is set out on Schedule 1 following. It will be noted that, in an effort to maintain the level of academic program in the schools, the Instruction portion of the budget has increased in each year since 1970. This increase has been achieved through reductions in most other functions, the largest occurring in Plant Maintenance.

It is further to be noted that there have been budget increases only in Instruction, Plant Operations and Transportation of Pupils. The increase in Plant Operations' budget reflects increases in the negotiated wage rates of the unionized caretakers and substantial increases in fuel costs; the increase in Transportation of Pupils reflects the increased cost of transporting special education pupils as well as increased costs for field trips in the Instruction Program. For all other functions the 1973 budget is actually lower than the 1970 budget, notwithstanding salary and wage increases which have substantially exceeded the 6% decline in enrolments. Accordingly, these lower budget figures reflect reductions in the real level of programs and services.

It is quite possible to project and plan for enrolment declines which are caused by decreases in the birth rate or in immigration but unpredictable and precipitous declines over the summer months caused by transfers to another school system create major additional problems. Teacher staffing for the September to December term, based upon enrolment projections which reflect all known factors, commit the Board to salary expenditures in the final four months of the current year. Thus, when enrolments fall significantly below the projected levels:

(a) teaching staff must be reassigned to other classes or schools resulting in disturbance to pupils.

(b) immediate spending cut-backs must be made in the closing months of the current year to conform with reduced ceilings -- the consequent assumption by staff that the budget is highly variable and that maximum amounts should be spent as early in the year as possible is clearly counter-productive to the restraint of expenditures.

(c) retention of teachers engaged in September for the school year requires severe cuts in other areas of the budget.

(d) the reductions in staff numbers and budget in the subsequent fiscal year, required to conform with the increasingly restrictive ceilings and the lower projected enrolments are significantly more difficult to achieve if the Board is to absorb at the same time the "excess" numbers on staff from the previous fall term. The alternative is to release these "excess" teachers effective at the end of December.

(e) the funds available to provide such things as reference materials in a library resource centre will decline but the need for the material will continue -- e.g. an encyclopedia is needed whether the school has 300 pupils or 500 pupils.

(f) teachers may be required to teach subjects with which they are unfamiliar and requests for consultant help will increase while the number of consultants is decreasing. Similarly, with many principals, vice-principals and resource teachers assuming teaching duties, the amount of time available to work with teachers, students and parents will be further reduced.

(g) schools lose program flexibility because of their inability to provide a wide range of options to a reduced number of students.

As a consequence, it is considered that the Ceiling Regulations require amendment to provide additional ceiling dollars to compensate for the loss resulting from abrupt and unpredictable enrolment reductions.

When schools were asked for comments on the impact of the ceilings they responded with a deluge of material, much of which appeared to be the release of long pent-up feelings of frustration. When these emotion-charged replies were grouped according to areas of concern, the following appeared time and time again:

1. Increased class size.

2. Loss of program flexibility and inability to offer wide range of options.

3. Phasing out of innovative programs.

4. Reduction in occasional teachers (30% since 1970).

5. Cut-back in classroom supplies.

6. Lack of funds to repair equipment.

7. Deterioration in the level of maintenance of the schools.

8. Difficulty in obtaining help from consultants, psychologists and other supportive personnel.

9. Rapidly deteriorating staff morale.

In addition, since the introduction of ceilings, the Toronto Board has made the following reductions in programs of a community service nature:

June Learn to Swim Classes	--	Eliminated in 1973.
Bursaries to Students	--	Reduced 30% (since 1970).
Free Milk	--	Eliminated September 1973.
Free Supplies	--	Reduced 52% (since 1970).
Free Meals	--	Eliminated 1972 and 1973.

In one brief sentence: the message received from the schools is that the quality of educational opportunity provided for the children of Toronto has declined steadily over the three years since the imposition of the budget ceilings.

TORONTO BOARD OF EDUCATION

Expenditure Budgets 1970 to 1973

	1970		1971		1972		1973	
Instruction	$ 76,417,650	65.6%	$ 79,271,445	66.5%	$ 83,870,798	67.5%	$ 85,973,421	70.3
Educational and Pupil Welfare Services	6,196,358	5.3%	5,649,159	4.7%	5,918,846	4.7%	5,539,146	4.5
Administration	3,800,104	3.3%	3,531,753	3.0%	3,881,847	3.1%	3,044,043	2.5
Computer Services	565,206	.5%	541,417	.5%	591,844	.5%	584,237	.5
Plant Operations	12,728,747	10.9%	13,309,030	11.2%	14,277,962	11.5%	14,548,930	11.9
Plant Maintenance	10,799,975	9.3%	10,774,211	9.0%	10,025,396	8.1%	7,631,631	6.3
Transportation of Pupils	639,149	.5%	689,742	.6%	726,570	.6%	783,368	.6
School Cafeterias and Lunchrooms	1,577,690	1.4%	1,242,430	1.0%	1,146,535	.9%	1,154,341	.9
Other Services	322,707	.3%	437,868	.4%	400,902	.3%	301,505	.2
Capital Expenditure from Current Funds	3,352,778	2.9%	3,651,288	3.1%	3,472,742	2.8%	2,779,954	2.3
General Transfers	20,657	-	39,552	-	39,600	-	16,500	-
Total Gross Expenditures	$116,421,021	100%	$119,137,895	100%	$124,353,042	100%	$122,357,126	100%
Septem[illegible]	106,256 pupils		105,84[illegible] ls		103,565 pupils		[illegible] ls	

Enrolment and Teaching Staff 1970 and 1973

ELEMENTARY

	Enrolment September 30th	Staff	Gross P.T.R.
1970	73,852	3,531	20.92
1973 (Proj.)	66,850	3,091	21.63

Note 1: Because of ceilings it has been necessary to increase the Gross Pupil Teacher Ratio. If the same Gross Pupil Teacher Ratio had been maintained for September 1973, as was used in September 1970, there would have been 3,195.5 teachers instead of 3,091, a difference of 104.5.

Note 2: If the projected 1973 Pupil Teacher Ratio had been used in 1970 there would have been 3,414 teachers instead of 3,531, a difference of 117.

SECONDARY

	Enrolment September 30th	Staff	Gross P.T.R.
1970	36,917	2,286	16.15
1973 (Proj.)	35,528	2,128	16.70

Note 1: If the same Gross Pupil Teacher Ratio had been maintained for September 1973, as was used in September 1970, there would have been 2,200 teachers instead of 2,128, a difference of 72.

Note 2: If the projected 1973 Pupil Teacher Ratio had been used in 1970 there would have been 2,211 teachers instead of 2,286, a difference of 75.

PUBLIC SCHOOL AVERAGE CLASS SIZE
FOR SEPTEMBER

Grade	Sept. 1970	Sept. 1971	Sept. 1972	Sept. 1973 (Projection)*
1	26.6	27.8	26.8	30.
2	28.1	29.1	28.5	32.
3	29.4	30.0	29.3	34.
4	30.0	31.3	30.2	34.
5	29.6	31.2	30.9	34.
6	31.3	31.4	30.7	34.
7	29.5	31.4	30.2	34.
8	31.4	30.3	30.1	34.
Total	29.2	30.2	29.4	33.25
Jr. K.	17.8	17.1	16.3	20.
Sr. K.	21.0	20.8	20.6	25.

ANNUAL PUBLIC SCHOOL AVERAGE CLASS SIZE 1970-73

	1970-71	1971-72	1972-73	1973-74 (Projection)
Grade	29.8	29.6	28.9	33.25
Jr. K.	17.6	17.3	16.6	20.0
Sr. K.	21.6	21.2	20.7	25.0

Analysis

Class size in the grades and in the kindergarten classes has remained relatively stable since the ceilings were imposed in 1970. Had the "Recommended Staff Allocation Committee Formula", been used for staffing the average class size for 1973-1974 would have remained at approximately the same level. Using "Revised Plan M" and reducing the elementary staff by approximately 200 teachers, would produce a drastic increase in class size which is being held down to about two pupils per class only by having vice-principals, resource teachers, etc. teach part time.

* These will be reduced somewhat - see analysis above.

STAFF, ENROLMENT, AND PUPIL-TEACHER RATIO - 1972-73

	Elementary September 30		Secondary September 30	
	1972	1973 (Projected)	1972	1973 (Projected)
Projected	3,464	3,091	2,287	2,128
Actual	3,410.5	-	2,235.5	-
Enrolment				
Projected	72,713	66,850	36,833	35,528
Actual	70,226	-	36,318	-
Pupil-Teacher Ratio				
Projected	20.99:1	21.63:1	16.11:1	16.70:1
Actual	20.59:1	-	16.25:1	-

Loss of staff
because of enrolment
drop 3,464 - 3,299 = 165

Loss of staff because
of ceiling limitations
3,299 - 3,091 = 208

Without ceiling limitations
P.T.R. would have been 20.27:1

With ceiling limitations
P.T.R. is 21.63:1
A difference of 1.36

Loss of staff
because of enrolment
drop 2,287 - 2,234 = 53

Loss of staff because
of ceiling limitations
2,234 - 2,128 = 106

Without ceiling limitations
P.T.R. would have been 15.91:1

With ceiling limitations
P.T.R. is 16.70:1
A difference of 0.79

SCHOOL A

Secondary - Collegiate

	Pupil Enrolment	Teaching Staff
September 1972	1,100 - projected 1,062 - actual	63
September 1973	1,030 - projected	56

Impact of Budget Reductions

1. Impact of Declining Enrolments.

The staff will have four fewer teachers next year because of a decline in enrolment. Although we have not planned to cut the variety of courses offered, it will be difficult to continue to offer such subjects as Latin, Russian, German, and Polish. For next year, small classes in these areas will mean large classes in other subjects. Since we have fallen below the number of pupils which justifies a second vice-principal, the administration has had to assume the equivalent of one teaching timetable.

To date, we do not plan to cut down on the number of clubs and athletic activities available to our students. It follows that the staff remaining must do more than in the past, though they are already highly involved in extra-curricular activities.

We can expect declining enrolment to hamper such programs as athletics and music.

2. The Impact of the Provincial Ceilings on Educational Expenditure.

A further three teachers will be lost because of the "ceilings". The average classroom work load of our teachers will be up about 7% next year. The extra-curricular duties of the remaining staff will also increase.

Our supply budget has been dropped from $30,000 to $25,000. Trying to meet the new figure has been a difficult task. On the one hand, H.S. 1 has encouraged us to introduce new courses while, on the other, our ability to order texts and other supplies has been reduced.

At this point, there is no more money in the repair budget. Money that we had anticipated using has been transferred to other accounts and spent. We are informed that the cost of repairs must now come out of the weakening supply budget. The teaching staff is being forced to do many

repairs. For example, our Head of Music will have to take instruments home to repair during the summer. The Science Department is hand-sharpening sets of instruments which formerly were sent out on repair. It follows that the non-teaching load that our teachers carry has been increased.

No further money is available this year for replacement of lost or stolen articles.

To avoid classes of over thirty-five pupils next year, teachers will teach more periods. This will result in few teachers being available for on-call or other supervisory duty. The administration in the school will do more of this work but it seems probable that classes will have to be cancelled in some areas next year if too many staff are ill.

The work load of our secretarial staff has been increased due to the loss of our library secretary who served us three days a week. The caretakers are finding it more difficult to keep up their high standards of building maintenance and cleanliness.

It is our belief that the educational climate, from the student's point of view, has remained at a high level. However, it is our opinion that the many factors listed above will have further adverse effects on staff morale and on the general operation of the school. In the long run, it will be the students who stand to lose most. What affects today's students will alter tomorrow's society. Let us hope for a change for the better in the near future.

SCHOOL B

Secondary - Collegiate

	Pupil Enrolment	Teaching Staff
September 1972	1,470 projected 1,425 actual	84
September 1973	1,400 projected	77

Impact of Budget Reductions

The imposition of the Ministry ceilings will force a series of retrogressive steps to be taken in the educational process beginning in September, 1973. These steps cannot help but be a reversal of the directions in which we have been moving in education since the implementation of H.S.1. Increased class size, reduced staff, curtailed programs, and severely restricted supply budgets are all factors which signal the retreat.

A. INCREASED CLASS SIZE

The school has had to increase level 4 class sizes from 16 to 20 and to cancel some level 4 programs for insufficient enrolment. Level 5 class size has been increased from 27 to 30. Level 6 classes will increase from 25 to 30 and Grade 13 classes as well from 25 to 30. Certain level 6 courses have been cancelled due to shortfalls in enrolment.

B. STAFFING

Staff has been reduced by 4 teachers (plus 3 for declining enrolment) to accommodate the revised staffing formula. In order to achieve this, we have increased the work load of the English teachers by assigning them 6 classes rather than 5 per day; asked each Guidance counsellor to take one academic class per day; reduced the grade 13 program by offering each class 6 times on a 6 day cycle rather than our present 7; increased the work load of many teachers by increasing the number of daily lesson preparations from 3 to 4. As a result, we were able to cut back by two English teachers, one Chemistry teacher, and one Modern Languages teacher. These moves also had the effect of reducing library staff by one teacher who has been assigned classroom teaching duties.

C. PROGRAM

Program offerings have had to be curtailed. As previously indicated, we have restricted our level 4 and 6 courses and reduced the number of periods offered on the cycle to Grade 13 subjects. Two new Grade 13 courses to begin this September of 1973, Canadian Family and Urban Geography, were cancelled. Two Geography courses from Grades 10 and 11 were cancelled as well. The decision has been reached to

begin to reduce our program further beginning next year, phasing out Latin and German, World Politics, Canadian and American Literature and Modern Literature, and Film. The English Department has taken steps to modify drastically the Independent Reading Program offered in Grades 9 and 10 in view of the demands of increased work load.

D. CLASSROOM SUPPLIES BUDGET

We have incurred a reduction in the classroom supplies budget of roughly 16%. Prices have risen by almost 5%. We cannot continue to maintain the Independent Reading Program in English, as presently constituted, on the limited amount of money to buy paperbacks. The Modern Literature and Film course in Grade 12 will be severely crippled since the money is not now available to rent the films which are at the core of the course. The reduced amounts of money available for musical instrument repairs, physical education equipment, the purchase of books and periodicals for the library, the implementation of a Theatre Arts program, and the purchase of supplies for Home Economics and Industrial Arts all point to a return to the era when we had to ask students to bring their own baking soda, wood, and reading materials to class.

Far more important, over a period of time, than the effects cited in the foregoing, is the deleterious effect upon the morale of the professional teacher who has worked conscientiously and successfully with his students to enable them to learn to the maximum of their potential and upon that of the earnest, hard-working students who find themselves caught in a web not of their own making, seemingly helpless to maintain the quality of a program which has proven its worth over the past few years.

SCHOOL C

Secondary - Technical - Levels 4 and 5

	Pupil Enrolment	Teaching Staff
September 1972	2,875 - projected 2,843 - actual	180.5
September 1973	2,700 - projected	164.4

Impact of Budget Reductions on Shop Programs

Printing Department

1. Cutbacks in the amount of printing done by students for the school will result due to budget cuts.

2. Repairs to printing equipment already out of order will be further delayed due to cutbacks.

3. Due to a shortage of printing supplies, the amount of practical exercises will be seriously curtailed.

4. Night School operations in Printing will be limited to small pieces of machinery with lectures because of a lack of funds necessary for supplies and servicing.

Art Department

1. In the Art Department, the enrolment has not diminished; however, the staff has lost 1.2 teachers.

2. Interior design, manuscript lettering, and textile design (Art) have been dropped.

3. Major equipment is not receiving adequate maintenance or repairs. This will lead to breakdown and disruption of courses in the (Art) Day School, Night School, and Summer School.

4. Owing to doubling of classes and employment of teachers unfamiliar with subjects and class levels, Art courses will be adversely affected.

5. The Art Department supply budget, already inadequate, has been further curtailed. This adds to the burden placed on our students' financial capability.

Metal Shops Department

1. The reduction of supply money will necessitate the consideration of charging day and night school students for partial cost of supplies.

2. Text books cannot be replaced as they wear out.

3. Maintenance of machinery and equipment in the Metal Shops has been seriously curtailed. This situation can only lead to expensive repairs.

Building Construction and Aircraft Department

Large cutbacks cause:

1. Large classes. Thus, the risk of accidents is increased.

2. Maintenance of machinery and equipment has been seriously curtailed. Equipment that is not repaired will not be available for student use.

3. Lack of funds for supplies resulting in limited and inferior projects for teaching purposes.

4. A weakening of a strong technical program to the level of "manual training."

5. A reduction of important research and special assignments due to reduced class sets of books.

6. A definite curtailment of the Night School program due to lack of supplies may result in phasing out courses or a sharp increase in lab fees.

Engineering Department

1. The Theory and Test program will be seriously curtailed due to the reduction of one teacher.

2. Industrial Physics is to be phased out due to staff reduction.

3. Teachers are instructing in unfamiliar subject areas due to time table problems resulting from staff reduction. (This occurrence is common in all departments.)

Summary:

Areas of common concern would appear to be:

- safety
- faulty machinery with lack of repair funds
- curtailment of proven programs
- the adverse affect on Adult Education (Evening School)
- an added stress to dedicated teachers who have always demanded maximum efficiency

SCHOOL D

Secondary - Levels 1, 2, and 3

	Pupil Enrolment	Teaching Staff
September 1972	670 - projected 671 - actual	57
September 1973	660 - projected	55

Impact of Budget Reductions

Student Shop Program

- Less material is available which results in a decrease in the variety of projects which may be undertaken and severely limits depth of experience for vocational students.

- In some high interest areas, i.e. cabinet making, woodworking, students may have to carry an undue proportion of costs of material.

- Teachers have looked to contacts in industry for scrap and related useful materials. This source cannot be relied on for quantity or to supply material on any regular basis.

Repairs and Maintenance of Equipment

- The amount in this budget is currently overdrawn. This has severe implications for the quality of the program in several areas, because of the inability to repair the wide variety of equipment used in vocational technical education, e.g. lathes, drills, etc.

Academic Program

We will be severely limited in the amount of free basic student classroom supplies which we have traditionally issued to all students, e.g. workbooks, rulers, etc.

The scope of the academic program has been limited because the budget available inhibits the selection of a variety of texts and the quantity we order. The active or liberal use of texts for home study or in various projects will be curtailed in order that these materials will be readily available in the school for all students.

Periodicals such as The Young Naturalist, World Traveller, Science World and other types of high interest literature have been cut back.

We are unable to purchase any further materials for the guidance department such as test items used for individual counselling and student assessment.

These restrictions impose undue stress on our remedial reading program and limit the development of resource materials for a Level 3 program.

Support Services

The Office and Visual Aid Technician supply accounts are overdrawn. The rationing of available supplies seriously curtails the quality of the service

Evening School Program

We anticipate that in order to cover costs of expendable items (e.g. oxy-acetylene gas for welding) some additional levy on the adults registered in these courses will be necessary.

Cafeteria and Food Service Teaching Area

The requirement that this area cover salary costs of the personnel involved has imposed severe limitations on this as a teaching program and in addition has limited nutrition education in the cafeteria.

Co-Curricular Program

The hockey team will be dropped and a modified football program operated due to a curtailed budget for these activities. It is anticipated that our outdoor education program will also be limited.

The smaller secondary school has a limited fund raising potential for these activities. The provision of funds for transportation and ice rental has permitted students in these schools to experience and participate in activities similar to their peers.

Staffing, Occasional Teachers

Guidance personnel in the school will be less available to students, staff and parents due to an increased teaching load in the academic subject area. The loss of occasional help will require that students and staff be disrupted in not one but several teaching areas.

SCHOOL E

Secondary - Level 3

	Pupil Enrolment	Teaching Staff
September 1972	703 - projected 832 - actual	58
September 1973	825 - projected	63

Impact of Budget Restrictions

Our predicted enrolment is in excess of the school capacity so that declining enrolments do not affect our program.

HOWEVER, we have observed the following:

1. Reductions of supply budget mean that

   (a) Offset Printing cannot operate at full capacity,

   (b) the Dry Cleaning and Landscape Gardening Shops use their own money for some supplies,

   (c) individualized academic programs where there are few texts are unable to print the necessary work sheets and class material,

   (d) the French Option to be 'introduced' has no supplies to begin,

   (e) the Sheet Metal Shop cannot acquire needed soldering irons,

   (f) the Electrical Appliance Repair must make use of unsuitable products for their program.

2. Options in History, Geography, Science, and Commercial have been dropped.

3. We have lost flexibility in timetabling as a result of reduced options.

4. Our Vice-Principal, Guidance Head, and Assistant Head of Library have been asked to teach part of the time. The loss of a full-time Vice-Principal is disastrous with occupational students.

These are the "physical" effects on our program. No one can measure the emotional impact of the ceilings on staff and students. No one can measure the impact on the climate of a school which, in our case, must be kept as positive as possible.

Poor teacher morale affects program and student motivation. Teachers who lack the "tools" to do the job may also lack the enthusiasm to instill a renewed sense of confidence in the occupational student.

We appreciate the opportunity to share these concerns with you as we fully believe that the Ministry is not completely aware of the problems that have been created.

SCHOOL F

Senior Public School - non Inner-City

	Pupil Enrolment	Teaching Staff
September 1972	611 - projected 598 - actual	33.5
September 1973	586 - projected	29

Impact of Budget Reductions

Ceiling limitations imposed by the Ministry of Education leading to budgetary reductions will have the following results:

1. Staff will be reduced from 33.5 to 29. (A loss of 3.5 due to budget cuts and 1.0 due to declining enrolment).

During the past four years we have gradually moved towards an integrated program, based in large part on a thematic approach, with a limited amount of rotary for our students. Since the Ministry of Education recently recommended this type of approach for the intermediate grades and since our staff is committed to it, we have endeavoured to retain as much of it as possible. Consequently it will be necessary to:

(i) re-assign the Art teacher and Social Science resource teacher to homeroom teaching.

(ii) re-assign the part-time French teacher, thus reducing by approximately 7% the time devoted to this subject.

(iii) reduce by approximately 10% the time devoted to Physical Education, Swimming, and Health.

(iv) re-assign the part-time Music teacher, thus reducing by approximately 5% the time devoted to this subject.

(v) reduce by 33 1/3% the amount of time the grade seven students will have Home Economics and Industrial Arts.

2. Reduction in the amount of money available for supplies, textbooks, supplementary and reference materials, and replacement materials will mean that:

(i) the new Social Studies program, recently outlined in the Ministry of Education guidelines for Geography and History, cannot be implemented as effectively as we had planned.

(ii) for our language program, it appears that we will be unable to maintain or add to our contemporary subject matter.

After careful consideration by the whole staff, it was felt that even with the changes necessitated by the budget reductions, our altered program and organization will still offer better educational opportunities than returning to the typical semi-rotary type of organization for the intermediate grades. Whether these changes will add to the pressures on children, on teachers, and indirectly on parents cannot be predicted at this time.

SCHOOL G

Senior Public School - non Inner-City

	Pupil Enrolment	Teaching Staff
September 1972	475 - projected 538 - actual	29
September 1973	457 - projected	25

Impact of Budget Reductions

Our projected pupil enrolments for 1972 and 1973 are nearly the same, however, we will have four fewer staff members in 1973-1974. This means that we will have to abandon our present grade seven organization which permitted all of our grade seven students to experience a transitional year during which they were gradually introduced to a rotary system with specialist teachers.

We will be unable to continue our enrichment option program for our grade eight students. Each student had been permitted to choose two option periods per week each term from a list of activities that included beginning typing, cooking and sewing for boys, creative drama, poetry and dramatic reading, oil painting, clay modelling, chess, photography, folk dancing, hand crafts, wood-working, recorder group, recreational sports and girls' gymnastics.

The reduction in staff will limit our flexibility in making suitable arrangements for field trips and for special group activities within the school.

Both the vice-principal and the guidance counsellor will assume approximately half-time teaching duties and thus will not be able to devote as much time to other areas including individual and group counselling and talking with parents.

Budget reductions will also reduce the amount of instructional supplies, textbooks, and other materials for classroom programs. This will be particularly noticeable in high cost areas such as Home Economics, Industrial Arts, and Art.

The lack of funds for the repair and the servicing of equipment will mean that the equipment will either have to remain unrepaired or necessary repairs will have to be paid for out of monies originally allocated for supplies.

If we are unable to use occasional teachers when regular staff are absent due to illness as was the case in June of this year, we will be forced to make internal arrangements which will restrict or inhibit the effectiveness of the instructional program.

It will be necessary to schedule classes into the library, thus limiting the effectiveness of the "open" library arrangement which is preferred. Funds for the purchase of library books have also been reduced.

SCHOOL II

Composite Public School - Inner City

	Pupil Enrolment	Teaching Staff
September 1972	1,053 - projected 1,009 - actual	52
September 1973	977 - projected	43.5

Impact of Budget Reductions

The enrolment of 1,009 levelled to 975 by November and remained steady until the end of June.

The staff of fifty-two included thirty-one regular classroom teachers, six special education teachers, a full-time librarian, a resource teacher, an industrial arts teacher, a home economics teacher, a science teacher, two physical education teachers, one and a half French teachers, two full-time vice-principals, and a principal.

As a result of staff cuts, we have made the following changes and have reduced the staff by 8.5 teachers (from 52 to 43.5) for a projected pupil population of 977. We have -

1. reduced 1/2 Jr. Kindergarten teacher and formed a J.K./S.K. class within a double Senior Kindergarten room.

2. reduced the number of regular classroom teachers from 31 to 26 to establish the required average of 32 for inner-city schools.

3. changed the full-time resource teacher's role to half-time resource and half-time Special English.

4. eliminated the full-time Special English teacher's role. The present Special English teacher will teach half-time Grade 8 and half-time physical education.

5. reduced the full-time science (senior school) teacher's role to half-time science and half-time grade 7 home-room.

6. reduced the two full-time vice-principals' roles to half-time vice-principal and half-time remedial reading. One vice-principal must also teach four periods of grade 8 English per week.

7. added guidance to one grade 8 teacher's role.

8. added four periods of grade 8 history to the home economics teacher's role.

9. added one class of grade 8 mathematics to the industrial arts teacher's role.

10. reduced from six grade 7 classes to five.

It can readily be seen that there will be cutbacks in program and services for the pupils and teachers of the school.

The staff has been most co-operative in agreeing to assume changed roles and in accepting the increased number of pupils. Because of the high quality of the staff and because of their dedication to their pupils, every attempt will be made to maintain a high quality of education. The teachers' jobs will become much more challenging and difficult.

Those involved in the remedial program will be assisted by home-room teachers who have agreed to give up some of their preparation time for remedial instruction.

The problems and frustrations faced by many of the children result frequently in explosive behaviour. When these crisis situations occur, the children require immediate attention and understanding from teacher, vice-principal, or principal. How we will be able to satisfy these immediate needs within our new organization is a very real and pressing concern.

Specialist teachers, vice-principals, and the principal have had to act often this year as occasional teachers. This broke the continuity of programs in the rooms and forced cancellation of special classes. The pupils suffered because of this and teacher morale sank to an all time low. Teachers who are ill should not have to feel guilty about staying home. Next year, the effects of cutbacks for occasionals will become even more devastating.

Last September, our school lost approximately $2,500. in budget cuts. This money was to be used for supplies for classes and for the school from September to December. We did have one small emergency order filled and somehow managed to exist.

The newly reduced supply budget has been allocated to maintain regular classroom general supply amounts but has necessitated drastic cuts in all other areas.

It is to be hoped that the administration and the trustees will recognize the increased work loads and the deteriorating working conditions resulting from the budget cuts and will provide the support and encouragement so necessary for staff morale.

SCHOOL I

Junior Public School - Inner-City

	Pupil Enrolment	Teaching Staff
September 1972	933 - projected 848 - actual	40.5
September 1973	770 - projected	35.5

Impact of Budget Reductions

1. For the staff, the most upsetting result has been an average increase of 2 to 3 children in each classroom.

2. The restrictions placed on expenditures in the classroom supply budget have also been very noticeable. Teachers will more and more tend to rely on parents assisting in the provision of adequate classroom supplies.

3. Because of the above reductions, teachers find that they do not have sufficient funds to provide "software" such as films and tapes that are, of course, necessary for the efficient use of classroom audio-visual equipment.

4. The reduction in funds for textbooks and reading materials has made it much more difficult for teachers to provide the variety of items that were previously available in this area. This has been particularly noticeable in classrooms where teachers had become accustomed to providing an extensive variety of paperbacks and other reading materials needed for individualized programs.

5. The greatest reductions have taken place in the library budget. This has increased the problem of providing reading materials that was discussed in item four.

6. The stringent restrictions placed on the use of occasional teachers had some adverse effect during the month of June. If it were to continue next Fall, it would be a much more serious problem in our school.

The staff was given an opportunity to respond in this matter and one teacher indicated in her reply that a beneficial result of the ceilings could be that it would force teachers to share and innovate and plan together as never before.

SCHOOL J

Junior Public School - non-Inner City

	Pupil Enrolment	Teaching Staff
September 1972	830 - projected 808 - actual	30
September 1973	773 - projected	27.5

Impact of Budget Reductions

The budget ceilings initiated by the Ministry of Education three years ago have reached the stage where the impact is causing serious repercussions within the classroom. This is not just the immediate result but the gradual wearing-down process that has taken place during the previous three years.

The workload that has been shifting to the teachers in a gradual but steady flow is creating a situation that will reduce classroom effectiveness.

Examples of such seemingly peripheral changes that have a direct bearing on classroom program are:

1. The loss of itinerant teachers, available for children who need the benefit of individual tutoring has resulted in these children remaining in the classroom and demanding a disproportionate amount of the teacher's time.

2. The reduction in the staff of the Reading Clinics will result in an even longer delay for children being accepted, or ever receiving the extra teaching required. The children will therefore remain with the teacher and the demands on his time increase.

3. With budget restrictions taking their toll of personnel in the Student Services Department, we found ourselves without a psychologist for a number of months in the Fall. We have been behind with our referrals and placements ever since and there appears to be little opportunity of catching up. The consequences of this delay are felt by the classroom teacher who must not only deal with more children but with children who might benefit more from a special placement.

4. Due to staff reductions at a neighbouring senior school, we will no longer have our physical education program run by their specialist teachers. This results in a loss of much needed preparation and evaluation time by the staff members.

The above examples, we feel, are a cause for concern for all teachers. With the increased workload, inside and outside the classroom, we are worried about the effects on the morale and the health of the staff. The crowding and the lack of materials will only further the problem originating from the provincial budget ceilings.

SPECIAL EDUCATION PROGRAMS

There will be a net reduction of 26.5 elementary teachers in Special Education for September 1973 and no net change in the number at the secondary level. The rationale for the particular changes made is shown below.

If the closings at the elementary level are divided roughly into two groups - those which would likely have occurred anyway because of declining enrolment, changing needs, etc. and those which would not likely have occurred except for the imposition of budget ceilings, then the picture is as follows:

"Enrolment" Closings		"Ceiling" Closings	
* S.P. (Pr.,Jr.)	10	S.P. (Pr.,Jr.)	6
S.P. (Sr.)	5	S.P. (Sr.)	2
S.P. (Lang.)	1	S.P. (Perc.)	3.5
S.P. (Speech)	1	S.P. (Rdg.)	4
	17 (-6 Openings)		15.5

It should also be noted that in the past many of the 17 closings classed as "enrolment" would not actually have reduced the number of teachers since these positions would have been transferred to other programs (e.g. Perceptual, Reading) where there are long waiting lists.

While there were no reductions at the secondary level it was impossible to add staff to meet needs which have become increasingly evident over the last few years.

The quality of service offered in all programs will suffer to some extent as a consequence of reductions in Student Services staff, a planned reduction in the number of educational assistants and substantial cuts in supplies and equipment. It should be noted that the proportion of children transferring to other school systems from Special Programs is lower than that from regular grades.

In one brief sentence: the ceilings have reduced the quantity and quality of special education services and will result in a number of exceptional children being left without extra help or with a reduced level of help.

Rationale & Effect

Closings:

23 S.P. (Primary, Junior, Senior) - A significant number of S.P. (Primary, Junior, Senior) have been running as two-thirds of maximum enrolment because of the decline in grade class enrolment. This has always been our practice since experience has shown there is a reluctance on the part of the parents of slow learners to having their children taken by taxi to a different school. However, faced with the need to save money by reducing staff, it was felt that many of these classes could be closed while still leaving enough places to accommodate all the children who were being recommended by admission boards. It will not be known until September how many children will not be in the program because of lack of parent permission for transportation to another school. There will also be short waiting lists in some parts of the city.

* S.P. means Special Program.

1 S.P. (Language) - There are no children to go on to the senior school program this year so it will be closed for one year.

1 S.P. (Speech) - With the decline in enrolment the demands for service have declined.

7.5 S.P. (Reading) & (Perceptual) - There are already lengthy waiting lists for the itinerant services of both of these programs and the reduction in staff will result in more children on the waiting lists. Conversions from itinerant service to resource rooms should alleviate this to some extent.

Openings:

4 S.P. (Primary, Junior, Senior) - These 4 openings are intended to take care of lengthy waiting lists that have developed this year in 2 junior and 2 senior schools.

3 S.P. (Perceptual) - Secondary - These 3 "openings" were postponed from September 1972 because of the unavailability of suitable, qualified teachers. They will reduce the waiting list for placement in the resource room program at Northern Secondary.

Conversions:

10.5 S.P. (Reading) & (Perceptual) - Placing an itinerant teacher in a school tends to make her a part of the staff and allow for a better exchange of programming information with other teachers. In most instances it also allows the teacher to work with more children because of the removal of travel time and the improved communication with other members of the staff.

CURRICULUM AND PROGRAM DEPARTMENT

Reduction in Number of Consultants

Twenty-seven consultant positions were eliminated in 1971; five more were eliminated in 1973. This constitutes approximately half of the Curriculum Department's support team. The decentralized curriculum policy of the Ministry of Education dictates that a school board maintain a strong local curriculum department to provide vital support services to teachers; for example, the interpretation of guidelines, assistance in program development, classroom visits and demonstrations, workshops, advice to curriculum committees, help with the selection and research of material.

Professional Development (In-Service)

Despite the use of professional activity days, the reduction of consultative assistance and the lack of occasional teachers will severely curtail the professional development of staff during school hours. The practice of making internal arrangements among the staff will be made much more difficult with fewer personnel.

Effects of Ceilings on H.S.1 Flexibility

Much has been written about the wide opportunities provided by the flexibility in H.S.1. This flexibility is severely restricted under the present ceiling limitations. One striking effect of the budget ceilings is the reduced number of teachers with the consequent increase in teaching load. If a sufficient number of students do not elect a particular option, then it cannot be offered. For example, at one collegiate this year relatively few students chose Grade 10 Latin. As a result, the program was cancelled and some students were seriously inconvenienced. One student must attend summer school to obtain standing in Grade 10 Latin. Even this alternative may not be available in the future if too few students apply.

The same situation prevails for courses at varying levels of difficulty. For example, mathematics at Level 4 may not be available in a collegiate if only a few pupils apply for it in year 3. Such students may have to withdraw from mathematics.

The increased teacher load allows teachers less time for tutorial work with students on independent study programs. Recently a large Secondary School completed an experimental independent study program and when the teachers were asked to evaluate it most found it worthwhile but extremely demanding of a teacher's time. The teachers found it hard to justify on a cost basis. To be successful, the teachersfelt that the tutorial time must be built into the timetable. This is almost an impossibility due to class demands on teachers' time.

An Inner City Response

Toronto has sixty-one inner city schools. A real attempt has been made throughout the years to reduce the pupil-teacher ratio, to provide additional funds for supplies and equipment and extra support personnel.

The following comments by one inner city principal could have been written by almost any inner city principal in the Toronto system:

"Over the last few years there has been a concerted effort to reduce the pupil-teacher ratio. Those of us committed to strategies which involve an individualized approach to meeting children's needs were encouraged by this trend. The present reversal of this trend associated with the "ceilings" can only be interpreted as a regressive step in education. There will be a temptation to abandon our pursuit of individualization in favour of the less effective large-group instruction. Previously one would take advantage of special skills of staff members and create a specialist role for them by increasing the class size of other teachers. With the current increase in pupil-teacher ratio, because of the ceilings, there will be a reluctance on our part to enrich the program by this strategy.

We have developed effective activity and language experience approaches at our school over the past few years which resulted in a definite shift away from the textbook approach to learning. As a result the need for consumables (supplies and materials) increased. The reduction of our supply budget will have a deleterious effect on this kind of program if indeed it can be maintained at all.

Children and teachers are attempting to make constant and effective use of modern technology. The planning and continuity of our programming is being hampered by the lack of funds to keep our audio-visual equipment in good working order. Contrary to some opinion, the use of this equipment allows the ingenious teacher to further humanize the program."

Field Trips - (Admission) (Budget reduction, 1973, $30,000)

The reduction in funds for trips to the Conservation Field Centres means a reduction in the number of trips which can be taken by the schools. The schools had requested, and the Field Centres were able to accommodate, a total of 141 week, weekend and day trips, but the budget will allow only one hundred. Some classes will have to wait until another year to have experience at a Field Centre.

The reduction in admission fees means that there were funds available for grants to the Art Gallery, Museum and Planetarium only to the end of June 1973. After that date, admission charges to these institutions will not be covered by Board funds.

There will be no funds to distribute to schools for admission to other places, e.g. Pioneer Village, Marine Museum or Mackenzie House. Schools or pupils and their parents will have to assume the costs of admissions.

F. e Arts Program (Budget reduction 1973, $42,000)

In the Fine Arts field, the number of presentations by professional artists and companies will be reduced considerably. Due to the imposition of the ceilings, the funds for a series of six concerts in 1972 by the Toronto Symphony for senior public school students were unavailable. This year there are no funds for the symphony concerts and, as well, the reduced funds available for the Prelude Concerts for the junior grades will purchase only 31 concerts instead of the 96, one per school, that the schools have been receiving for the past several years.

The number of presentations of drama, ballet, opera, pantomime and dance for the senior public schools will be reduced from 59 to 27. Last year, funds for dance, dramatic and musical offerings to secondary schools were available to purchase one professional performance for each secondary school. If the funds were used for the same purpose this year, only one out of every five schools could receive a presentation.

The projected enrolment declined 7.3% from 1972 to 1973, whereas the combined budget for fine arts and admission fees for the public schools was reduced by 53.0% from 1972 to 1973.

Summer School

Supplies have been cut to the point where programs are going to suffer. The summer school program has always utilized some of the supplies and equipment of the "host" school. Since the "host" schools budgets have also been drastically reduced, they are more reluctant to share their limited supplies and equipment with summer schools, further aggravating the summer school supply situation. Students will be asked to pay for supplies in art, home economics, shops, etc., where much of the material was supplied in previous years.

Driver Training

In 1972-73 the cost was $54.00 per student, but for 1973-74, the cost will be $75.00 per student in order that the operation will be self-supporting. Some students in occupational and vocational courses who can benefit by a course in driver training which will assist them in getting a job may be prevented from taking the course because of the cost.

Adult Education (Budget reduction 1973, $13,000)

Since there was a 15% cut in the supply budget, it will be necessary to have the students purchase some supplies and other materials. At evening schools, it already has been necessary to ask the adult students to pay for supplies in such shops as Welding, Woodwork, Home Economics - both cooking and sewing, Art, etc.

Selected Comments from Responses Made by Centrally Located Curriculum and Program Departments

Music

1. Public School Instrumental Music Program

The budget cut of $15,000.00 will result in -

(a) Reduction in staff of three part-time employees.

(b) Reduction in hours of employment for five additional part-time instructors.

(c) Combining classes in strings thereby reducing the effectiveness of the cello and bass instruction.

(d) Fewer visits to classrooms by itinerant specialists.

2. Music Programs - General

A. Reduction of the equivalent of one consultant position in the Music Department will result in:

(a) Less time for co-ordination of the instrumental programs.

(b) Fewer classroom visits, fewer answers to requests, and fewer opportunities for professional development sessions.

(c) Less overall support and assistance in planning such events as festival Concerts, Christmas and Area Festivals, individual school concerts, Kiwanis Festival entrants.

B. A severe reduction in funds available for the repair of musical instruments may mean that a broken instrument lies idle for part of the year unless a teacher spends hours of his own time in repair work or has access to outside funds.

French

The Budget Ceilings have produced the following effects:

1. Inability to expand the French program downward to meet parental demands for French as indicated by the survey conducted by Research Department.

2. Increased teaching loads and a greater number of pupils in the class militate against a good oral program.

3. Staff deployment problems have threatened the existence of special programs requiring specialized instruction; e.g., L.F.I. program.

4. A number of courses will be eliminated or phased out in Secondary School; e.g.:

School 1 - Enriched levels of French eliminated.

4. School 2 - Enriched level French in grades 10 and 12 eliminated.

School 3 - Grade 13 French eliminated.

School 4 - Special Grade 13 French eliminated.

School 5 - Advanced level Grade 13 French will be taught by the teachers concerned as a 7th (extra) period - otherwise it would be cut.

Kindergarten

The increased pupil-teacher ratio has affected the size of junior and senior kindergarten classes.

For many years the maximum number of children to one teacher in the junior kindergarten has been twenty but last year some classes reached twenty-two. This September, it is anticipated that a few classes may be forced to increase even more, possibly to 24. The senior kindergartens are finding themselves in the same position.

As the pupil-teacher ratio becomes greater, it becomes much more difficult for the teacher to pace each child's learning according to his individual needs.

Arts and Crafts (including Home Economics and Industrial Arts).

For this department, a reduction of the consultative staff (two in June of 1971 and one in December of 1973) more than halves the potential and effectiveness of this department with regard to help and services for pupils, teachers, and schools.

The 15% cut in the supply budget will force teachers to limit the use of materials, thus decreasing the exploratory and experimental phases of the program.

Reductions in maintenance budgets will result in slower service and more machine and equipment breakdowns. These factors will restrict the use of the equipment, particularly in the Industrial Arts Program.

Physical and Health Education

The consultative staff is to be reduced by the equivalent of one person. This reduction will impair curriculum innovation and improvement in the schools as well as impede the organization and operation of the city-wide activities that this Department operates; e.g. field meets.

Declining enrolments are not yet a significant factor in reducing the demand for programs and services. There will be the same number of activities, the same number of schools, and approximately the same number of demands for activities and consultative services.

The June Learn to Swim program for all Grade 3 and 4 children was cancelled for the Spring of 1973. This program has been in operation since 1935. During June 1972 thirty seven pools were used, 11,868 pupils took part and 1,759 swam the width of the pool for the first time.

Mathematics

The major concern of the Mathematics Department for the 1973-1974 school year will be the introduction and implementation of the Metric System. It is likely that the Minister of Education will request that school boards do all that they can during the next school year to prepare for the adoption of the Metric System. The Minister has appointed Mr. Jack Bell, Education Officer, Curriculum Developmen Branch of the Ministry of Education, to expedite the introduction of the Metric System into the schools of Ontario.

Schools will be asked to phase out Imperial Units beginning in the Fall of 1974 and to place emphasis on Metric Units. This is a major task which will require careful guidance. Unfortunately, due to ceiling limitations, this will be very difficult to arrange.

It is imperative that every primary teacher be involved in organized metric workshops. To achieve maximum benefit, these should be offered during school hours. Without supply teachers, such time will be very difficult to arrange.

Certain supplies and equipment are required in the changeover. Their purchase will mean that other areas of the budget will have to be cut to provide the necessary funds.

Language Study Centre

The position of one elementary and one secondary school consultant have been eliminated. Consultants provide one of the strongest forms of support services to the teacher through classroom visitations, demonstration sessions and professional development in the language areas.

The decrease in the supply budget will reduce the availability of special materials in classrooms for programs either initiated or supported by consultants in this department.

The Reading Clinics are now the joint responsibility of the Language Study Centre and Special Education and reductions in the clinic staff will be felt in reduced service to the children (Special Education) and in reduced availability of clinicians to provide in-service training for teachers (Language Study Centre).

New Canadian Programs

The most significant impact on the department due to budgetary reductions has been the loss of the consultant whose responsibility was the development of programs for adult New Canadians. As a consequence, the rate of development of modular programs will be significantly curtailed.

The 15% reduction in the budget for supplies will make it more difficult to provide the wide variety of materials necessary for the full development of co[illegible] in the second language program.

ience

The Ceiling Limitations have curtailed a number of programs and services that the Science Department offered to all our schools. These include Discovery Kit Enrichment program, Ecology and Environment programs, Outdoor Education services and Science Equipment Loan program.

The efficiency of the department has been reduced by the loss of secretarial help.

New Ministry guidelines in science for grades 7-13 suggest new programs that require new materials that cannot be supplied (15% cut in supply budget). Further new guidelines in Environmental Science and grades K-6 (P2 J2) due in the Fall will compound this problem.

[illegible]

Student Services and Pupil Welfare

1. Reduction of 15 Personnel

   (a) Since it has not been possible to meet all existing requests for psychiatric, psychological and social work service, declining enrolment simply reduces the number of unmet needs.

   (b) The two Interpreter-Counsellors who have resigned represented two of the large ethnic communities, Portuguese and Greek, and so involvement with those communities will necessarily suffer.

   (c) Any expansion of the Early Identification (E.I.D.P.) Program will likely be impossible.

2. Reduction in Supply Budget is very serious. Already the supply budget is exhausted and as yet no tests have been purchased for the fall testing program. E.I.D.P. is particularly costly in terms of test equipment and materials. With no test material available for September - December, the total testing program is in jeopardy.

3. Reduction in Plant Budget has seriously affected the efficiency of the Student Services Department. It has not been possible to decentralize at a time when Board policy is urging decentralization. This has caused extreme area confusion and a major communication problem: e.g., Area 6 is serviced by a Senior Social Worker and a Psychiatrist located at the Education Centre, but the Senior Psychologist and the Psychologist assisting the Psychiatrist are located in a school office over five miles away.

Research Department

The reduction in staff has reduced the Research Department's flexibility and made it more difficult for the Director and the two Associates to visit schools. This has tended to reduce communication with teachers and principals where the real concerns exist about programs and children's learning.

Studies like "The Every Student Survey" will not be possible in the future because there is not the budget to employ clerks for two to three months to do the necessary coding. The analyses of the French survey were only possible through the use of 60 man days of Winter Works money. It has not been possible to compile the information on a school-by-school basis to give to the schools. This type of communication breakdown is unhealthy because it means that the schools are not getting feedback from the information which they collected. Although it is planned to make this information available before the end of the summer, the delay of several months greatly reduces its value.

Guidance Department

1. Public School Counsellors

12 of the 35 Public School Counsellors will be assigned on a half-time basis next year, whereas all but one have been full-time this year.

Many of the remaining counsellors will be taking on some instructional duties such as remedial mathematics and language work.

2. Secondary School Counsellors

The counsellor-to-student ratio will increase to approximately 1:386 from 1:354 this year. (The recommended ratio is 1:250).

Many counsellors who have been full-time this year will take on some part-time teaching duties next year. It is considered that the most effective counsellor is one who is assigned to counselling full-time.

3. Central Office

The position of School Information Officer has been eliminated. The position of Placement Counsellor has been left vacant.

Library

The concept of individual, "open" learning systems enunciated by Hall-Dennis is becoming increasingly difficult to realize because:

1. the total library budget drop from $900,000 to $300,000 in three years has placed both the central and the school libraries below functional efficiency.

   e.g. Cutting periodical titles drastically in each of the last three years (350 more in 1973) has been offset by an average 30% increase in subscription rates; CONTENT will cease publication before September and it will not be possible for any books to be purchased for the central library for the balance of 1973.

2. withholding 20% of the budget until September 30th enrolment figures are known renders central processing (book reviewing, purchase through tender, cataloguing and shipment to schools) impossible, especially since the 80% figure was not known until June 1st.

3. the effect of the ceilings on P.T.R. has resulted in Principals using Librarians as occasional or part-time teachers, thus reducing the availabili of specialized assistance for students.

4. the central book cataloguing and processing staff has been cut by 19% with th result that even the reduced volume cannot be delivered in the school year.

5. the staff of the Education Centre Library has been reduced approximately 20 over the past two years; hence it is no longer possible to respond to the volume of requests for information.

Teaching Aids Department

Distribution

Because of staff reductions (6) the materials contained in the film and equipment library cannot be circulated, maintained or replaced fast enough to meet requests from the schools.

Production

Staff reduction and supply budget cuts have curtailed production of audio recordings and films, and reduced the preparation of photographic, printed and silk-screened materials.

Supplies are insufficient for teacher preparation of slides, classroom signs, mounted pictures, etc.

Teacher Training, Technicians, Learning Materials.

Teacher workshops have been curtailed due to staff and supply budget cuts.

The number of technicians will be reduced by further attrition. Technician preparation of learning materials for teachers and students has been curtailed and field repairs will be seriously limited.

Test and Development

Staff reductions and supply budget reductions result in the department's inability to:

- meet requests from schools for TV tape recordings
- properly maintain existing TV facilities in schools
- provide adequate TV utilization workshops for teachers
- conduct thorough and sufficient equipment evaluation programs.

NON-TEACHING AND CONSULTANT STAFF

The reduction in enrolment, ceilings and budgets in the past 24 months has resulted in an overall reduction of non-teaching personnel of 8.23%.

The reductions have not been uniform but each one has a direct reflection on the quality of service provided to our schools and in turn on the quality of education.

1. The central office administrative staff has decreased from 870 to 776 - a decrease of 94 of 10.8%

2. The consultant staff has been reduced from 94 to 62 - a decrease of 32 or 34%.

3. The maintenance field staff (permanent) has decreased from 511 to 479 - a decrease of 32 or 6.3%.
   Note that the major decreases in this function have been met by a reduction in occasional/temporary staff and contractors' services.

4. The school office has not been as heavily affected.
   A decrease (public and secondary) from 406.2 to 393.2 - a decrease of 13 or 3.2%.

5. There can be no decreases in the number of lifeguards (statutory requireme

6. The Plant Operations field staff has been reduced from 1064 to 975 - a decrease of 89 or 8.4%.

7. The number of educational assistants has been decreased (public and secondary) from 302.5 to 283.5 - a decrease of 19 or 6.3%.

BUILDING DIVISION

Maintenance Department

The effect of budgetary reductions required because of ceiling limitations has been to drastically reduce planned maintenance programs in such a manner that a number of them have been completely eliminated or the extent of timing of the programs has been extended far beyond that which is felt to be reasonable. For example, at the 1973 rate of spending on the interior painting program a 14 year painting cycle would replace the normal six year cycle. Curtailment of program maintenance will most certainly mean increased expenditures in the future to deal with precipitous failures which occur because of lack of attention and renewal or replacement necessitated because of major deterioration which could have been averted by smaller planned programs.

The reduced Maintenance budget has also placed such restrictions on our manpower to the extent that it is impossible to staff for peak work demands. The consequence of this is a slower reaction time, poor service to the schools, and, as a result, interruptions to school programs and plant equipment.

Plant Operations Department

Ceiling limitations have affected the Plant Operations Department in the following ways:

a) Auxiliary Cleaning Services have been reduced. Reductions have occurred in the frequencies and quantities of cleaning of such items as carpeting, draperies, windows and oil tanks. The amount of pest control (e.g. termites) has also been reduced.

b) Supplies have been reduced. This has occurred with items that were being used f academic purposes but were charged to the Plant Operations Department. Examp of these are paper towelling used for academic housekeeping and the expensive projector lamps (some are $70.00 each). Other supplies being reduced have been those used for preventative maintenance, such as toilet bowl cleaners.

c) In addition to staff reductions in the field, cut-backs have been made in the supervi and clerical staff of the Plant Operations Department office. Clerical cuts have been made in the Permits section in spite of increasing demands from the commun for the use of school facilities.

Declining enrolments alone do not have an effect on the Plant Operations or Maintenance Departments unless there is an accompanying reduction in space requir Caretaking services, consumption of utilities and maintenance expenditures depend m on building area rather than the number of pupils.

YORK

THE BOARD OF EDUCATION FOR THE BOROUGH OF YORK

STATEMENT RE THE IMPACT ON SCHOOL PROGRAMS OF BUDGETARY REDUCTIONS REQUIRED BECAUSE OF CEILING LIMITATIONS

General Statement

Several forces have combined during the preceding decade to demand changes in the kind of learning experience offered the boys and girls of this community. These demands have come from the Ministry of Education, parents and students, and the community itself. Changes have also been demanded by and for an ever-changing society, a society which places ever greater expectations on those who are to cope effectively and productively with it.

The Ministry of Education has strongly and consistently encouraged innovative approaches to course development and programming, and requested greater flexibility in the style and content of programs offered to individual students. The level of training required for teachers in elementary schools has been raised and stimulus has been given to a more individualized, personal approach to learning with greater emphasis to relevance, thinking and personal development in all its facets.

The community has joined with the Ministry in these demands and in requesting greater use of school facilities and in expecting to be involved to a much greater extent in planning and decision-making. Consistent with these changed expectations is the growing belief that the school be prepared to meet the needs of all children, including those who were formerly considered not sufficiently controlled, emotionally and/or socially to benefit from life in the community or from instruction in the neighbourhood school.

We in the Borough of York have no quarrel with these changes in direction and emphasis, and believe that, to the best of our ability and subject to the resources available, have attempted to respond to them. However, it seems obvious to us that to meet effectively the challenges posed by them, increased resources in almost every phase of the educational enterprise are necessary. Time and resource personnel must be available to develop expertise and awareness on the part of staff and to plan and establish appropriate programs. Skill and insight in communicating with students and community must be developed, physical facilities must be upgraded and supplies provided to make possible the kinds of learning experiences demanded of an educational system that attempts to answer the total developmental needs of the individuals it serves.

When it is realized that these expectations are made, not in place of but in addition to the traditional expectation regarding the school - that it be a place where children learn to be competent in reading, writing and arithmetic, and be trained to earn a living in a competitive industrial society - the wonder is that schools have been able to deal as effectively as they have with the increased demands on them. In summary, it is not unreasonable to suggest that an enlarged conception of the school's function and responsibility must necessarily be accompanied by a corresponding increase in those resources needed to achieve it.

Before turning to a detailed examination of the actual effects of the ceilings in the Borough of York, one or two relative considerations should be noted. In the Metropolitan Toronto area, and to a very real extent specifically in the Borough of York, very special needs exist, needs which, to our mind, have not been adequately recognized by the weighting factors. These, of course, are: the high concentration of new immigrants settled in the area; the relatively high proportion of low-income families found in a large metropolitan area; the high concentration of students needing special education services.

Another factor that needs to be noted is the difficulty experienced in budgeting for decreasing enrolments, especially when, because of the situation that exists in relation to the Separate School System, projections of those enrolments are continually in doubt. Programs must be planned and teachers engaged months in advance of the time when the actual needs will be fully realized; buildings and services must be maintained even when an unexpected drop in enrolment is realized.

The Actual Effect of the Ceilings

Let us now examine the actual effects of the imposition of ceilings on the program offered the students in the Borough of York. In doing so, it must be kept in mind that The Board of Education for the Borough of York has never considered that it has ever had sufficient funds available, either before or after the establishment of the Metropolitan Toronto organization in regard to educational financing, to provide the service to the community that it feels is desirable.

It is also true that when the impositions of ceilings on spending were first announced, the relatively modest increases to services that had been developed in the last few years were carefully examined and steps immediately taken to begin to meet the expected limitations. In some cases, vacancies that developed were not filled and enrolments were estimated with great caution so that over-staffing did not occur. However, although the effects of the final imposition of ceiling may have been moderated in this way, it must be realized that the difference between what is possible under the ceilings and what is desirable and necessary in relation to the educational need remains very great indeed.

Effect on Staffing and Organization

The immediate effect of the ceiling on staffing is the reduction of the total elementary staff by 44 teachers, out of a total staff of 679. In secondary schools the reduction is 23 out of a total staff of 492. These reductions would, if applied directly to school enrolments, result in an increase in class size of approximately 2 pupils in elementary and 1.5 students in secondary schools. However, consistent with the wishes of the York Board, steps are being taken to avoid, wherever possible, an increase in average class size. In elementary schools of 500 or less, principals

and librarians are being asked to teach part-time, and in schools over 500, the vice-principal is being given part- or full-time classroom responsibility. In secondary schools, heads and assistant heads of departments have, in some instances, decreased time for administration and some very small classes will have to be eliminated altogether.

Programs

The effect of the reduced staff on programs is obvious. Much of the thrust of modern learning approaches centres on an active use of the library and learning resource centre, and not to make full use of it is not in the best interests of both children and learning. With principals, vice-principals and department heads in the classroom, less time can be given to the needs of teachers and of program development. At a time, too, when greater demands are being made on schools as outlined, it is surely not enough just to be able to hold the line on class size.

Of real concern also is the present inability to furnish support personnel in certain areas of program development. In our view, a co-ordinator of social studies would add greatly to program development. When the consultant in physical education was appointed as vice-principal, because of the exigencies of the ceilings, this position was not filled. As recently as this Spring, two retiring music consultants were replaced by one and the reading consultant staff was reduced by one. Economies have also been made by reducing the working year of co-ordinators to ten months from that of twelve, a move that could restrict our ability to use the summer months for program development and planning.

Note should be made again of the fact that the ceilings impose a static quality to many of our programs that we feel need to be further developed and extended. Outdoor education is an example of a concept that, although established and proven, is not at a level where each child's needs are served. The community school concept - a concept, which in its fullest form, involves school personnel in integrating school and community and is not merely the provision of school facilities to community groups - is one that is continually before us as worthy of development but for which funds are just not available. The offering of programs in language and the establishment of special programs in the social sciences, physical sciences, religion and ethics, are all encouraged by the Ministry. These courses, however, necessitate the hiring of specially qualified teachers and/or the development of courses of study. In some cases, too, the pressure of the community to establish them is not matched by the numbers of students who choose them, a condition which either results in much wasted time and effort if they are dropped and in a light enrolment and added expense if they are established.

Special Services

As indicated earlier, schools are expected to deal with each child as an individual and to attempt to answer his total developmental needs, while proceeding with the fundamental task of promoting academic growth. Also, as indicated earlier, the very nature of contemporary society makes that task more difficult while at the same time the isolation of children in institutional settings is seen, more and more, as an undesirable and "last resort" kind of action. It seems paradoxical, therefore, to put increasing demands of this nature on schools and teachers, while at the same time limiting the ability of boards to supply services to answer the need. In our view, teachers and principals need backup help - resource teachers, smaller classes, psychological and social services - to cope adequately with this growing concern. Since the imposition of ceilings was announced, our system has not only been unable to increase its special services staff but has actually reduced it by one psychologist and one special education consultant. In the coming school year, the time given to guidance personnel in elementary inner-city schools will be decreased and the availability of vice-principals and principals to communicate with parents and help individual children with problems, both on a continuous and crisis basis, is being furthur reduced.

Supplies

The limitation of funds available for the purchase of supplies is posing an increasing problem. Costs are steadily increasing, so that even when it has been possible to maintain a constant budget figure, that figure represents a substantial decrease in the ability to provide essential materials to schools. These shortages are becoming particularly evident in such specialized areas as industrial arts, music and art, and even in such basic areas as mathematics. In the area of supplies, there is good illustration of the deleterious, long-range effect of the ceilings: schools are increasingly beginning to feel, despite careful husbanding of supplies on hand, the frustration of not having adequate materials to carry on a satisfactory program.

Operations and Maintenance

The level of services that can be expected in relation to plant operations and maintenance must, of necessity, be considerably reduced. While the area of plant to be maintained has increased by 85,000 square feet, the maintenance staff has decreased by 3 and the operations staff has decreased by 14. These staff reductions have had obvious and expected negative results; lowered standards of housekeeping and maintenance and lowered morale on the part of the staff. Spiralling costs in materials, supplies and labour make it increasingly difficult to provide an adequate physical environment for a high standard of education.

Conclusion

There are two rather important and, to our mind, far reaching points to make in closing. The first of these is that made earlier in reference to the shortage of supplies. It seems obvious that many of the economies that are being made will have long-range effects that are not immediately apparent. Withdrawing a service, not replacing a consultant, not repainting a school can possibly be accepted at the moment without too much obvious concern. However, the positive gains that have accrued through a service or through the work of a consultant live beyond the demise of that service or continue for a time after the consultant ceases to function. However, such benefits do not carry on indefinitely and in time the lack of a continuance of the service will most surely be felt. Similarly, repairs that are not made in the service of economy can often result, in the long run, in increased expenditures.

The second and final point to be made in closing is that, with the increase in control and limitation of expenditure on the one hand and the increase in the fixed expenditure related to basic salary and maintenance costs on the other, there is an ever narrowing area of decision-making for the local board. Boards of Education, in consultation with administrative and teaching staffs and the community, are less and less able to decide on priorities in education, to engage in innovation, to initiate new programs or approaches. Surely a Board of Education should be able to reflect in some measure the concerns, aspirations and goals of the parents to whom and for whom it is responsible. It is the feeling of The Board of Education for the Borough of York that ceilings on educational spending, as presently imposed by the Ministry of Education for the Province of Ontario, seriously limit the Board in this, its valid and legitimate function.

June 27th, 1973

B R I E F

o f

THE ONTARIO SCHOOL TRUSTEES' COUNCIL

t o

THE COMMITTEE ON THE COSTS OF EDUCATION

BRIEF OF THE ONTARIO SCHOOL TRUSTEES' COUNCIL
TO THE
COMMITTEE ON THE COSTS OF EDUCATION

A. THE STANCE OF THE COUNCIL

The Ontario School Trustees' Council wishes to place on record some thoughts for the consideration of the Committee on the Costs of Education. The Council holds a number of opinions, beliefs and attitudes which may affect the conclusions drawn by the Committee and its recommendations to the Minister of Education.

The Council is gratified by a number of helpful initiatives taken by the Department of Education and the Government. Amongst these are the increase in the proportion of education costs assumed by the Department and lifted from local real estate taxation; the restoration of weighting factors for grants on expenditures meriting special allowances; firm establishment of the principle of expenditure control; encouragement for the individualization of instruction, and for program organization in the schools that will facilitate the mobility of students; promotion of constructive change and innovation in the curriculum.

The Council believes, however, that it has a responsibility in this presentation to be constructively critical, and to draw the attention of the Committee specifically to those things which are causing the Council real concern because of their direct or indirect implications for educational cost.

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The Ontario Department of Education, as the sovereign authority and dominant agency for education in Ontario, can both aid and impede the delivery of educational service by the local educational authorities. Often unwittingly the Department will affect for good or ill the quality of that service.

The Trustees' Council wishes, therefore, to make known to the Committee as fully as possible the feelings of trustees, even though the Council lacks the resources to research or document fully some of its statements. It is hoped that the Committee will have such resources.

B. COMMENDATIONS TO THE DEPARTMENT OF EDUCATION

The Council believes that the creation of the county and district jurisdictions for the conduct of public education was, in general, a wise move. We commend the government for this action.

Many of the resulting school systems are large enough to establish sophisticated administration, supervision and program; highly competent staff; efficient budgeting and financing; and economies of scale in operation.

On the other hand, many of the resulting school systems are still too small to enjoy the major benefits just noted, and will require continued assistance from the Department in supervision and administration if they are to operate effectively and efficiently.

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A negative outcome of the creation of the larger units has been the appropriate transfer of many of the duties and functions formerly performed by provincial officials at the expense of the Department, to the responsibility and cost of the new school boards. The expense is not inconsiderable, but it has been little-noted in commentaries on the increasing expenditures of school boards.

Another move by the Minister and the Department that merits our commendation is the decentralization of much of the authority of the Department.

In days of bigger and bigger government, this is a trend that surely must bring the governing of education back closer to the people. The Council believes that this is good.

C. THE REGIONAL OFFICES

On the negative side, there is a resulting danger, even an overwhelming temptation, to go off prematurely in new directions, at unpredictable ultimate cost to pupils in educational results, and to everyone else in time, effort, and money.

The Regional Offices can exert a strong influence for or against innovation or novelty. We point up the need for staffing the Regional Offices with men and women of the highest competence, perception and discretion. Further, the need is also pressing that the Regional Offices establish and maintain the closest rapport with the personnel in the school systems in their region. Where this has been accomplished, the local authorities feel that they have

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good liaison with the Department of Education through their Regional Office, and stable, efficient local administration can flourish in a friendly official climate.

Another service that the Department could offer, perhaps through the Regional Offices and at the request of school boards, is an evaluation service.

To allay trustee and public unease from time to time, it would be valuable for a board to have an assessment related to some norm that would enable the board to avoid extravagance or empire-building in services, program, administration, building construction and maintenance, and any other phase of the board's operations.

The Department during the present school year has made a move in this direction by collating and circulating cost figures of school systems distributed under the various headings of the Code of Accounts. This has been useful, but the process needs considerable refining and elaboration, as well as the establishment of some standards to which to relate it.

D. MODELS AND CRITERIA FOR THE GUIDANCE OF SCHOOL BOARDS

We assume that the Department will find it desirable, indeed necessary, to devise models of budgeting, programming and organization for the guidance of the new school systems that are still too small to do the necessary development work themselves.

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D. MODELS AND CRITERIA FOR THE GUIDANCE OF SCHOOL BOARDS (cont'd.)

From the points of view of both educational desirability and fiscal control all boards have great difficulty in establishing priorities, no matter what the competence or sophistication of their officials.

Two things are needed: criteria that are valid, and procedures or mechanisms for applying those criteria.

It would be in the interest of all concerned, including the Department of Education itself, if the Department would sponsor studies that might give help in these respects.

We suggest that such models, criteria, and procedures be made readily available to all school systems, for adaptation to their needs.

We understand that the Department is already preparing to do something of this kind through a recently established study of Educational Resources Management Systems. To the extent that such studies produce practical benefit for the operations of the local school systems, this is a type of initiative that is highly commendable. The Department can profitably utilize its extensive resources and its access to resources in this way to the benefit of all school boards.

We hope further, though, that the Department will make open-minded use of developments that take place in the field, because much that is new and good will be initiated under pressure on the line of action rather than in the relative tranquillity of the Department's conference rooms.

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D. MODELS AND CRITERIA FOR THE GUIDANCE OF SCHOOL BOARDS (cont'd.)

With further reference to the viable size of school boards, the Council feels that the Department should review the areas of the various jurisdictions.

E. COSTS OF INNOVATION

With the new freedoms for local school systems, coupled with the spending restraints placed upon school boards, a severe conflict appears to have developed between boards and Department in the field of innovation. The Department, its Minister and its officials publicly and privately promote new developments in educational services that are good in themselves but that are believed by boards now to be beyond their financial capacity. We give two examples for illustration: outdoor education, and community use of schools. Both ideas make a strong public appeal, but both involve a school board in new out-of-pocket expenditures that come under the ceiling and that can not be a substitute for other expenditures normally committed.

F. COSTS OF ANCILLARY SERVICES

Again, custom, public desire, and apparent educational necessity have drawn school authorities into expenditures that are basically social, health, community services, or education for adults. It can be claimed justifiably that these expenditures are outside the natural or legitimate scope of elementary and secondary schooling. Yet they have become well-nigh universal in practice in Ontario, and they are financed from the

school taxes and grants.

These costs have become so substantial as to contend with basic school programs for funding.

It is suggested that, at the least, such ancillary services be recognized for grant purposes as Extraordinary Expenditure. Alternatively they might not be recognized for grant at all, and thus be forced onto health, social service, and post-secondary education agencies for funding.

G. SPECIAL EDUCATION COSTS

A related issue now troubling the Trustees' Council severely is the extension of school board responsibility for special education. It appears from a position paper appearing in the December 1971 issue of the Department of Education publication "New Dimensions", that new Department policy is in the making. We read there implications that the responsibilities and therefore the costs of school boards for the care of children with all manner of disabilities could be extended enormously. Past experience of fading funding for new programs after development grants have been expended, and recent experience with expenditure ceilings and restricted weighting factors, leave trustees feeling very uneasy about the costs of such a new look at Special Education. Further, the added responsibilities implicit in the proposals cause trustees to question seriously their capacity to give the necessary time and attention.

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H. OTHER CAUSES OF INCREASING COSTS

Teachers' salaries are constantly increasing. At the present time there is less attrition in professional ranks than in recent years. Teachers do not seem to be leaving the profession, for whatever reason, in numbers comparable to those of the recent past. The North York Board of Education is one authority to have discovered this fact in its 1971 statistics.

Further, as the average of the years of service grows, so do qualifications increase, as teachers accumulate in-service and post-graduate training.

Further still, university graduates are coming through the Teachers' Colleges in greater numbers, and so it is possible to staff the elementary grades with a rapidly growing proportion of graduate teachers. It does not seem reasonable to reject such applicants on the basis of cost.

These factors all add up to increasing salary costs for reasons apart from negotiated salary increases.

Some recognition has been given this fact in the current weighting factors, but on the face of it this appears to be inadequate. The ceilings proposed by the Department in the grant formula for 1973 will probably not provide sufficiently for any one of these causes of salary increase, let alone all of them combined.

Wage levels for non-teaching employees vary significantly from jurisdiction to jurisdiction, depending upon degree of unionization and urbanization. The degree can be of great enough order to justify specific allowance or weighting factor in the grant formula.

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But beyond that again, the spreading unionization of school board non-teaching employees is another force bulging the expenditure ceiling upward.

The weighting factors in the 1972 grant formula seem to have worked in an unfair manner, in that boards that were spending unduly heavily in 1971, earned thereby a heavier weighting factor for their 1972 budget.

Constant vigilance is necessary in devising the grant formula so as not to reward extravagance.

I. FINANCE

Difficulties in cash flow are creating increasing costs of operation. Large amounts of tax money are accumulating in the treasuries of municipal councils to the credit of school boards. It used to be a widespread practice in urban municipalities for the municipal administration to turn over to the local school board its share of the taxes as collected.

Today the practice has changed or is changing. These funds are held by the municipalities until the dates set by statute, and the municipalities are saving interest on borrowing or profiting by lending. School boards are having to pay bank rate or its equivalent for current funds prior to those dates. This is assuming a significant burden at the expense of the instructional program.

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Another item of increasing cost is that of insurance. There are indications that the experience of the insurance companies with damage resulting from vandalism is leading to higher premiums or higher deductible levels. Either move will increase school board operating costs.

A general feeling of enthusiasm for program budgeting is spreading through the ranks of school trustees. A caution is necessary. Their expectations can not be fulfilled that here is a device that will mathematically or scientifically or objectively solve their problems of program priority and finance.

Even worse, there are already signs of reinforcement of the old reverse logic: "What does it cost? How good is it educationally?" instead of "How good is it educationally? How much of it can we afford?"

In the Department's promotion of P.P.B.S. or E.R.M.S., care must be taken to avoid the building of such unfulfillable expectations or misconceptions, on pain of untold harm at the local level.

J. TAXATION

While the Council commends the Department for assuming a higher proportion of the local cost of schooling, the Council harbours two conflicting concerns:

The impact of local education taxes on the home owner is still sufficiently strong to stir unrest. Yet the assumption of the major costs

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by the central authority is traditionally assumed to presage complete loss of local initiative and control.

The Council has no solution to offer for the dual problem. It urges the Department and the Government to persist in their search for effective means of lightening the direct load on real estate while at the same time keeping the local taxpayer effectively aware of the costs of education and involved in the delivery of the education service.

K. PENSIONS FOR NON-TEACHING PERSONNEL

Although it is a matter of additional cost, the Council feels it is a just expenditure to augment the pensions of retired employees who could not formerly be adequately provided for.

The Council therefore wishes to record its pleasure at receiving the letter of the Hon. Dalton Bales, Minister of Municipal Affairs, dated January 5, 1972, and to commend the Minister for his intention to recommend an amendment of the Municipal Act at the current session of the Legislature to provide enabling legislation in this respect.

L. TRUSTEE AUTHORITY

The Council is deeply concerned about the imbalance of power in employer-employee relations in the school system. The excessive power of the teacher organizations threatens the ability of school boards to keep reasonable control of school costs. Major expense factors other than

salary levels are here involved; pupil/teacher ratio and employment of para-professionals are just two of such factors.

The Council has put on record its views in this regard in a brief to the Minister's Committee on Salary Negotiations. A copy of that brief is attached for the information of this Committee.

1. The Council lacks the resources to fully document some of its concerns and suggestions. It hopes that the Committee will have resources adequate to its needs.

2. Many of the new "larger" school units are still so small as to be far from self-sufficient in administration. It is hoped that the Department will continue to supply closely available sophisticated resources if fiscal efficiency is to be expected.

3. While the transfer to local school boards of many of the duties and functions formerly performed by provincial officials is commended, the Council wishes to re-emphasize the significant impact on the budget of the local board of this transfer of costs from the operating budget of the Department to that of the school board.

4. The Council emphasizes the need for staffing the Regional Offices with personnel of the highest competence, perception and discretion if the Regional Offices are to establish the close rapport necessary between the Department and the operating school systems.

5. The Council suggests that the Department establish an evaluative service available to school boards on request, that would help the school boards to maintain a level of reasonable proportions in their organization and program.

6. Further, the Council suggests that the Department, with its substantial resources, develop and make available for the consideration of all school boards, models of budgeting, programming and organization, and criteria of priorities with procedures for their application.

7. The Council further suggests that the Department in making such studies make full use of standards and practices developed in the field in Ontario, and not rely only on theoretical or committee creations.

8. The Council is concerned that from time to time the Minister and his officials publicly promote worthy innovative ideas that generate strong public and professional pressure on school boards for increased expenditures, at the same time that the Department is severely restricting board expenditures.

9. Trustees are increasingly concerned at the costs of generally approved ancillary services whose costs could plausibly be assigned to other agencies than education. These costs are assuming such proportions that a number of alternatives should be considered:

   (a) Recognition as Extraordinary Expenditure

   (b) Assignment of substantial weighting factors

   (c) Placement outside the ceilings

   (d) Charge to the budgets of health, social service, recreation and other agencies.

10. The Council is severely troubled by the proposals for major changes in services in the field of Special Education. The concern is fear of inability of school boards to support the costs, and to give the necessary attention, and fear of involvement in matters that require expertise in other fields such as health service, and residential and twenty-four hour care.

11. A variety of factors other than salary negotiations are increasing teacher salary costs. It is feared that both weighting factors and expenditure ceilings take insufficient account of these factors.

12. Wage levels for non-teaching employees vary substantially between jurisdictions, because of geography and degree of unionization. It is believed that these costs require special provision in the grant formula.

13. The Council ventures to urge the need for constant vigilance in devising the grant formula so as not to reward past extravagance.

14. Boards are suffering new difficulties in cash flow, largely created by legislation regarding taxation and transfer of collections from municipal councils to school boards. Means should be sought in legislation to alleviate the problems to school boards of cash flow and cost of borrowing for current funds.

15. The Department is urged to take great care in the promotion of planned program budgeting systems, to avoid building unfulfillable expectations or misconceptions, particularly in the minds of trustees.

16. The Council urges continuing efforts on the part of government to find means of lightening the burden of education costs on real estate, while maintaining a sense of local responsibility and involvement in the education services.

17. The Council is pleased by the prospect of enabling legislation in the current session of the Legislature, to permit augmenting the pensions of non-teaching personnel, and looks forward to the passage of such legislation.

ADDENDUM

A. With reference to Section F of the brief, "Cost of Ancillary Services," Section E, "Costs of Innovation", and Item 9 of the Recapitulation, it is noted that, while school boards are being heavily pressured to extend the community use of schools, they may not take special account in school building design of the resultant needs. Boards are prohibited from designing school buildings for any use other than approved instructional use.

B. With reference to Section H of the brief, "Other Causes of Increasing Costs," Section E, "Costs of Innovation", and Items 8, 11, 12, and 13 of the Recapitulation, the following are noted:

(1) The tighter restrictions on construction of new accom until all available pupil spaces are occupied, may very well result in increased operating expenses, such as in transportation and in provision for additional noon-hour food and supervision services.

(2) Pressure for junior kindergartens and for school services for younger children is forcing some school boards into expenditures for which there are neither capital nor operating grants.

(3) It appears increasingly to be desirable to provide in summer school, programs for general interest and enrichment courses. These are not eligible for grants.

.....2

(4) The extension in length of service of teachers with a board, and the increase in qualifications of teachers employed, are two factors inflating total salary costs apart from salary schedule increases.

The North York Board of Education reports that in 1971, it had 6% fewer teacher resignations than in 1970, and also that in 1971 it experienced an increase of 11% in teachers with degrees hired for its elementary schools, and an increase of 8% in teachers with the highest category of qualifications hired for its junior and senior secondary schools over 1970.

PEEL COUNTY EDUCATORS' ASSOCIATION

Submission

To the Committee

On the Costs of Education

The membership of the Peel County Educators' Association is comprised of the eighteen hundred and fifty elementary public school teachers, female and male, within the jurisdiction of the Peel County Board of Education. As educators in today's schools, and as taxpayers in today's economy, we are vitally concerned with the spiralling costs of education. We have endeavoured to present some of these concerns and some of our thinking about educational spending in our submission.

Confronted with rapidly growing budgets accompanied by inevitable increases in taxation, the Department of Education, by placing ceilings on educational spending, has attempted to force school boards to take a critical look at school expenditures to assess whether the returns realized educationally and economically warrant the costs involved. Teachers, because they play a prominent role in the educational process, should also be directly involved in this assessment; it is regrettable that such involvement has not been extended to teachers in many jurisdictions. We are fortunate in Peel County in that our Association, along with O.S.S.T.F. District 10, has been involved in budget considerations.

In the view of this Association, the costs of education are going to increase because the demands for services are increasing and will continue to increase. If services are to be increasingly expanded, costs will increase in direct proportion.

Some of the demands for increased services already being experienced are as follows:

- pre-school education
- language education at an earlier age (e.g., French)
- school-centred community programmes
- welfare services
- psychological and diagnostic services
- increased individual attention in the classroom
- counselling - student, family, and attendance
- summer school programmes
- national and international educational excursions and credit courses
- introduction of new courses to meet the demands of a changing society
- adult education
- broader secondary school curricula
- increasing retention rate in secondary schools

The only time that less money will conceivably be spent at the elementary and secondary school levels will be with decreased enrolments. It is anticipated that, during the next five-year period, there will be a decline in elementary school enrolment and a continuing increase in secondary school enrolment. Beyond that period, predictions are difficult in a social milieu of constant change. Increased costs and a wider variety of services provided, however, could more than absorb any savings within the educational budget. Moreover, the emphasis will shift from providing for growth in the system to improving the quality of educational performance and practices.

As we see it, the service industries will be compelled to assume responsibility for the bulk of future employment. Education, being the largest component of the service industries, will have to shoulder the major responsibility for providing new job opportunities. Paraprofessionals, educational resource technicians, and teacher assistants are already being graduated from the Colleges of Applied Arts and Technology. The new faculties of Education will be graduating only degreed teachers by June 1974; this will create great pressures on the majority of elementary teachers who have less than degree qualifications. The present ceilings critically reduce the number of teachers who can be employed; coupled with reducing enrolments, this contributes to an increasingly serious unemployment problem.

If the present trend continues, many highly effective teachers in the non-degree salary categories will suffer unjustly, and their services may be lost as their salaries are depressed. Since school boards will be hiring more expensive teachers (i.e., with degrees), they will, of necessity, be forced to employ more educational resource technicians in order to offset costs and come under the ceilings. This can only serve to affect adversely those teachers in the non-degree salary categories.

The government is paying the operating costs of the C.A.A.T. who are producing people trained for non-existent jobs. Surely, it is the responsibility of the government to create positions and correlate supply with demand.

In our opinion, the government has left itself vulnerable to justifiable criticism on several grounds:

County Boards

1) We acknowledge the fact that the creation of county boards has resulted in an equalization of the tax base throughout the county and in an increase in the average quality of education being offered in the schools. The anomaly is that budget ceilings have thwarted the attempts of county boards to improve the quality above the average.

Indeed, the creation of county boards, with the intent of equalizing the opportunities for education has, for financial reasons, resulted in a "watering-down" of services such as psychological and attendance counselling, special education, audio-visual, and resource services. In attendance counselling and psychological services, for example, it is no longer possible to play a preventative role; with the number of referrals submitted (and this number has increased greatly with changing social mores and values) and the limited personnel available to deal with them, the potential problem becomes critical, not only for the student concerned but for all other students in his or her class grouping. Further, it is almost impossible to provide effective follow-up counselling for reinforcement.

In many curricular areas, also, reductions in consultative personnel have resulted in an impoverishment of services available to the classroom teacher. Without the necessary support and resources, the frustrations and pressures created by the multitude of changes in education which have further complicated the task of the teacher diminish the satisfaction which teachers derive from being able to work with children successfully. Teachers are

vitally concerned about improving the effectiveness of educational performance and practices, but they need help to do so if they are to realize success.

In effect, then, owing to increased demands on the monies available and to ceiling restrictions, large county boards have become crisis-reaction boards; very limited financial and human resources are available for long-range planning. Nor are there sufficient funds available to conduct the research that is essential to assess the productivity of the school system in an honest and objective manner.

Individualized Instruction

2) The encouragement of the implementation of the philosophy embodied in Living and Learning has created a number of educational concerns accompanied by financial considerations. Dominating this philosophy, which the Department has neither accepted nor rejected, is the need to individualize instruction, based on individual diagnosis and personalized prescription of learning experiences to meet the needs of every child. Worthy as this goal is, it is extremely difficult to achieve with a pupil-teacher ratio of twenty-five to one; it is virtually humanly impossible to achieve with the increased pupil-teacher ratios imposed by the ceilings. Further, a truly individualized programme requires a multiplicity of learning materials; budget limitations seriously restrict the availability of these.

Local Autonomy

3) In former years, the provincial governments encouraged the maximization of local autonomy in the administration of education. They subscribed to the philosophy that a level of administration closer to the scene was more effective than administration from a single agency for the whole of the province; they recognized the role of local governments and the role of local communities in shaping their own goals and priorities. The imposition of provincial ceilings has seriously restricted the ability of any community to spend its own resources in providing the quality and type of education it is willing to finance for its young people.

Secondary School ogrammes

4) In recent years, the provincial government has advocated a variety of changes at the secondary school level which have resulted in rising school costs; a broader spectrum of curricula offerings, high cost vocational and technical education, more extensive counselling to prevent student drop-outs, an increasing retention rate, and a raised school-leaving age are only a few of the changes contributing to increased costs. Forced reductions in many of these programmes, which have gradually gained wide acceptance and expectation by the public, will inevitably create disenchantment with the system.

Post-Secondary Institutions

5) For some time now, in the matter of financing education, government policy has favoured institutions of post-secondary education. Millions of dollars have been poured into universities, Colleges of Applied Arts and Technology, and O.I.S.E. We feel it is fair to state that the government has been financing these levels of education

at the expense of the K-13 level. As educators, we subscribe to the "critical-years hypothesis", i.e., that more money should be made available to answer the critical needs of young children at the beginning of their educational experience where the foundation of learning is laid.

In addition, we are concerned about the considerable funds that are allocated to the Ontario Institute for Studies in Education. Our concern is two-fold: 1) the number of non-Ontario students enrolled in this institution seriously restricts the number of Ontario students who can participate in post-graduate studies in education; 2) while vast sums of money are spent in O.I.S.E. research projects, Ontario schools derive minimal benefit from these studies. As previously noted, in a period of rapid change, on-going research is essential in order to evaluate realistically and objectively the educational effectiveness of existing and projected programmes and practices. At present, there is a dearth of practical research in Canadian education and we, as teachers, see a real need in this area.

Special Education

6) The Celdic Reports advocate the integration of children with special learning problems into the regular school programme with the recommendation that classes be maintained at a smaller size and that supportive and ancillary services be readily available. While we recognize the social advantages of this practice to the "special learner", we also recognize the disadvantages which will inevitably result from the larger class size and inadequate supportive services enforced by budget

restrictions. Will these children no longer be able to receive the close individual attention which they, in particular, need to realize their potential, and which they and their parents have come to expect, and rightfully so?

Election Expenses

7) It is difficult to accept the fact that, owing to the diversity in the timing of municipal elections in a large county, the considerable cost of an election for the Board of Education must be defrayed from the school board's operational budget. We seriously question the educational value of an expenditure of some sixty thousand dollars in this area. Surely this money could be put to better use in the classroom where it would directly benefit the students in the system!

We sincerely believe that we have a very fine system of education in Peel County. As educators within that system, we are desirous of retaining what we have worked to build since our inception as a county board; we are also desirous of improving that system to the best of our collective abilities.

It is our opinion, however, that effective controls should ideally come from within a system as the direct result of sound educational management and a strong sense of accountability. Sound management implies the setting of objectives for the organization and a systematic planning and evaluation procedure to realize those objectives.

We agree that some form of control, essentially internal, is necessary if education is to compete

effectively for scarce public dollars with welfare, health, and the other service industries. We would strongly suggest, however, that the Minister should indicate that he is serious about this matter. This does not appear to be the case when certain boards of education are granted special concessions for programmes to assist them in keeping within the ceilings while other boards, operating similar programmes, are forced to make reductions.

* * * * * * * *

Over the last few years, society has gradually delegated increasingly more responsibility for the child to the school. The spectrum of services provided by the schools now includes recreation, community use of school facilities, special programmes for children with learning disabilities, adult education, public health, counselling, and a variety of others. We agree that these services are essential within the community but we believe that the costs of them should legitimately be charged to community agencies other than education.

It may be that, in the future, the schools will serve as an umbrella under which all of these services and additional services, such as libraries, function. If this ever comes to pass, it will require extensive planning, co-ordination, and co-operation. At present, however, the financial and human resources of the schools are taxed to capacity. The Department of Education should be examining its total philosophy of education for schools and school boards. Living and Learning and the Celdic Reports and P1 J1 Interim Revision contain a number of philosophic statements about schools and education. It is now time that educators assess and order their priorities so that equality of opportunity can become a reality.

Recommendations:

1. That budget controls on school board spending should not be imposed by an external agency such as the Department of Education. School boards should be encouraged to develop internal spending controls which reflect sound management practices and a strong sense of accountability.

2. That an alternative method for the timing of school board elections be investigated so that the costs of holding such elections can come from a source other than school board operational budgets.

3. That the ceilings for grants and expenditure purposes for the elementary school be equalized with those for secondary schools without adversely affecting the secondary school ceilings.

4. That there be a reallocation of the monies assigned to O.I.S.E. so that more money will be available for practical research in education.

5. That the Department of Education investigate the educational returns realized from the considerable money spent in E.T.V. Many of the schools are unable to benefit from the very fine programmes available through lack of suitable equipment and facilities.

6. That the Department of Education investigate the educational returns realized to the schools from the present operation of the Regional Offices with the possibility of rediverting some of the monies spent in this area into pilot projects to research the educational value of major changes and innovations in educational practices.

7. That the Federal Government assume a share of the financial responsibility for educating New Canadian students.

8. That the right to a local level to supplement the basic provincial grants be restored to local school boards.

Recommendations cont'd..

9. That the Department of Education investigate possible alternatives to retaining secondary school students in school in programmes which do not equip them for higher education or for the job market. One such alternative might involve business and industry in an apprenticeship situation where students can "earn as they learn".

10. That social and welfare services being provided at present by the schools but which actually lie within the purview of other agencies in the community be funded by those agencies rather than by the boards of education.

11. That the government take a long and hard look at what the future might hold for education in terms of services to be offered and the priority ranking and funding of these services so that boards of education can become involved in the long-range planning which will result in the most effective spending of the dollars available for education.

TORONTO TEACHERS' FEDERATION BRIEF

To The Committee On The Costs Of Education

1972

TORONTO TEACHERS' FEDERATION

Submission to the Provincial Committee on Educational Expenditures

The Toronto Teachers' Federation, whose members are the 3,500 teachers in the City of Toronto who belong to the Ontario Teachers' Federation and its Elementary affiliates, are pleased to have this opportunity of submitting a brief to the Committee on Educational Expenditures.

While recognizing the need for some limits on educational spending at this point in time, we also feel that there are certain inequities with regard to the present spending limits set by the Provincial Government as they affect the quality of education in the City of Toronto. For this reason we would like to present to you some of the background and problems which we see, and to offer to you some suggestions which we consider to be fair and practical.

Keeping these points in mind, our submission has three parts. First an examination of the situation as we see it in the City of Toronto, second our observations at the Provincial level, and third a summary with some recommendations which we ask you to consider.

I. Local Concerns:

The members of the Toronto Teachers' Federation feel strongly that the City of Toronto has certain definite problems, many if not all of which are unique to an old urban system which is attempting to meet the needs of the largest city in the Province.

The Board of Education for the City of Toronto operates a school system in an area of dense population. Because of this fact, coupled with large numbers of low income families, one-parent families and families from other cultural backgrounds we believe that the following situations are either unique or are of far greater concern than in any other system in Ontario:

1. One out of every 17 Toronto pupils is in some form of Special Education program.

2. Over 40% of the pupils in our schools are of New Canadian background. The cost per pupil per year in Special English programs is $1,400. The basic grant per pupil is $595, and the weighting factors currently in force provide for an additional sum of $120. This amounts to slightly more than half of the actual cost of the special instruction required to help these children adapt to a new language and society.

3. There are 110 Elementary Schools in the Toronto system. Of these 59 have been designated as "Inner City" because of the social and economic problems which are outlined above. With the many problems which children in these schools have, it is essential to keep class size as low as possible in order to provide the individual help these children need. We feel strongly that classes in such schools should ideally be smaller than they are now, and most certainly they should not be larger.

4. Because this is an old system, there are many old school buildings throughout the city. While we do not have exact figures, the cost of maintaining these older schools in a safe and clean manner is considerably higher than that required for the maintenance of newer buildings.

5. The Toronto Board of Education provides instruction in conversational French for all elementary school pupils in grade five through to the end of grade eight. To provide this service the Board has a staff of 92 French teachers. While there is a government grant to assist with this program, it does not meet the entire cost of this service to the pupils in our schools.

6. The Department of Education has promulgated its philosophy of education through the publication of the Hall-Dennis Report and more recently through the Curriculum Guides, P1,J1. While we endorse this philosophy and do our best to implement it in our schools, we are also aware that such a philosophy requires teachers to spend a great deal of time with each individual child. We feel that the more time we can give to individual needs and interests the better, but the larger our classes become the more difficult it is to live up to this philosophy to which we are committed.

7. The Toronto Board of Education provides teachers for such institutions as the Hospital for Sick Children, Clarke Institute, Bloorview Hospital and the Metropolitan Toronto Detention Home at 311 Jarvis Street. None of these institutions obtains all of its pupil-patients or inmates entirely from the City of Toronto.

All of these points indicate expenditures which are essential to our system as it is now constituted, yet many of them are expenses which do not apply to boards outside Metropolitan Toronto, and, in fact, we believe that none of the Metro school boards has all of these problems to the extent that they exist within the city itself.

The above seven points give some indication of the special background of the system operated by the Board of Education for the City of Toronto in which we, the members of the Toronto Teachers' Federation work. The points which follow are of more practical and recent nature, but no less important especially when considered in the light of the foregoing.

8. The permitted budget increase for 1971-72 is 3%. While this appears to be an increase in the operating budget of the Board, an increase of 3% does not cover the cost of the salary agreement already negotiated nor does it keep pace with the rising costs of maintenance and supplies. This increase is, therefore, in practical terms a decrease.

9. While we are pleased to see that weighting factors were introduced in order to offset the above to some extent, we do not feel that they are sufficient. We understand that there has been an admission by Department officials that these factors were not arrived at by purely scientific means and therefore do not take into account many of the points mentioned already in this submission. In addition to this, we are concerned that in some instances the weighting factors have a ceiling. This is especially evident in connection with the Special Education classes in the city.

We note that the 3% increase in the ceiling plus adjustments made through the weighting factors do not make sufficient funds available for the Toronto Board of Education to continue its present high standard of service to the community, let alone improve the general program. We feel that at the very least there should be no cut-backs in the Toronto educational scheme, and as professional teachers would like to see constant improvement.

10. With the passage of Bill 81 into law, the Metropolitan School Board was imposed upon the City and Boroughs of Metropolitan Toronto. This has resulted in additional operating costs of over $2,000,000 paid by all the area boards, with the City contributing the largest share at this time. While this may have been an administrative necessity from the Provincial point of view, the creation of this Board has had little direct positive effect on the pupils or staff throughout Metropolitan Toronto. Should the Provincial Government feel that the Metropolitan Toronto School Board is essential to the operation of the several local boards concerned, perhaps the financing of the Metropolitan Board of Education should be done strictly from the provincial level, thus to some extent reducing the cost to the area boards and their tax-payers.

II. Concerns of a Province-Wide Nature:

In addition to the various problems and concerns which we have noted at our local level, the members of the Toronto Teachers' Federation are also concerned about problems and spending patterns at the level of the Province.

1. Of great concern is the increasing expenditures at the Provincial level. Department of Education General Administration costs for 1970-71 were $924,800. In 1971-72 this item is $2,679,000 - an increase of approximately 190%! This at a time when boards are asked to cut in order to meet Provincial ceilings. The Total General Expenditures for the Department of Education over a two year period have risen $378,265,792. This increase is similar in amount to the total operating expenses of the entire Metropolitan Toronto system.

2. The cost of land for school building is a major capital expense to any Board of Education, be it a city Board or a County one. In our summary and recommendations we make a suggestion which might alleviate this problem.

3. We note that the 1971-72 estimates for the operation of O.I.S.E. (in direct grants) amount to $3,597,000. In addition to this, we suspect that additional funds are passed on to the Institute for the purpose of curriculum development. Disregarding this latter possibility, we do note that the grant to O.I.S.E. amounts to approximately 3/8 of the total budgeted for all teacher education. The latter is not broken down in the estimates, but we assume that the total for teacher education includes the operation of Teachers' Colleges and Summer Courses as well as any expenses incurred by the Department in connection with locally offered Winter Courses. This appears to be a disproportionate ratio between a single institution and all other areas of teacher education.

4. The cost of teacher education was referred to above. We note that the current estimates for this area are $8,962,800, and we are also pleased to note that there is some reduction in spending planned for next year, amounting to some $300,000.

5. We note the cost of Department publications is estimated at $448,000. While not great compared with other areas of spending, this amount does approach half-a-million dollars, which is a significant figure.

6. The estimates for Department of Educational Regional services are shown to be $9,782,000. While these services are no doubt valid, perhaps there are other ways of handling this.

7. Estimated costs for ETV are given as $10,800,000. While much of this programming is aimed at home audiences, some is also intended for school use at a time when many Boards are cutting back on buying TV equipment.

III. Summary and Recommendations:

After examining all of the foregoing material, we the members of Toronto Teachers' Federation present the following summary and recommendations for your most serious consideration.

1. Ceilings should be removed from all calculations of weighting factors.

2. Weighting factors for boards, such as the City of Toronto, which have very special problems should be re-calculated, taking into account the needs resulting from high-density urban population. We consider this vital, since we have learned that the factors were not based on scientific methods. There should be an on-going examination of this situation, involving groups most closely affected by them.

3. Failing the above two suggestions, we feel that the total cost of such important services as: French programs, New Canadian programs, institutional teaching staff and urgently needed ancillary personnel such as psychologists, social workers, psychiatrists, interpreters, etc. be paid by the appropriate government department, be it Provincial or Federal.

4. We feel that there should be Provincial legislation to require developers to provide school sites within their subdivision, or, in the case of small developments, a pro-rated portion of the cost of land required for the extension of existing facilities.

5. Some consideration should be given to reducing the amount of money spent for the operation of O.I.S.E. While we can give no exact figures for this, we have already noted that the budget for O.I.S.E. is disproportionate compared with what is spent on teacher education as a whole.

6. We are pleased to hear that the Department is planning to offset some of the cost of teacher training through charging fees for Teachers' Colleges. We also feel that with the present employment situation it would be only fair to reduce the number attending colleges by setting definite enrolment limits while the present situation exists. This would also result in some saving to the Department while avoiding the raising of false hopes among a large student body who are unlikely to find employment.

7. Department of Education expenditures as a whole should be cut on a similar basis to that imposed upon Boards of Education. General Administration costs should not be allowed to increase at the rate indicated. Restraint on spending must start with the Department itself.

8. The cost to the Department of operating regional consultative and curriculum services could be drastically reduced by encouraging County Boards of Education to set up their own services. Financial inducements might be necessary to do this, and any qualified Department personnel would be able to continue their work through employment with the County Boards.

9. While the cost of publications does not loom large in terms of some other Department costs, we have already noted that the amount proposed for this area of operations is still a large sum. We are not certain from the estimates whether this cost includes salaries, and therefore assume that the figure of $148,000 does not include this term. We would make the following suggestions to help decrease this amount: a single annual publication could list all relevant radio and TV programs, rather than the monthly bulletins; the monthly newsletter "Highlights" could become a bi-monthly or even a quarterly production; some money could be saved by using less expensive paper stock and less elaborate art-work and layouts.

10. Many Boards of Education, including those in Metropolitan Toronto, are holding back on spending with regards to television equipment including receivers, cable service and VTR equipment. This is especially true at the elementary level. In addition to this there is some strong evidence through ratings to indicate that ETV has a very small number of home viewers, possibly due to lack of cable facilities and the large number of older receivers which cannot pick up UHF frequencies. While these conditions exist, it seems logical to hold back or even reduce the budget allotments for ETV.

11. In our second recommendation weighting factors were mentioned. Our final point, and a most valid one when all of the local factors are considered, is that the City of Toronto has unique problems within the Metropolitan Toronto area. The tight enclosure of the dense urban population has resulted in many special needs already outlined, and in addition to this there is the need for outdoor education as provided at the Island Natural Science School and the Boyne River School. When all of these things are considered, we feel that while the weighting factors might be acceptable, with some reservations, to Metropolitan Toronto as a whole, they are hopelessly inadequate to meet the unique needs of the City of Toronto. We therefore urge that the weighting factors be adjusted upwards in order to meet these very special needs.

CONCLUSION

The members of the Toronto Teachers' Federation would like to thank the Committee on Educational Spending for making it possible for us to submit this brief. We hope that you will examine it carefully and give it your most serious thought and consideration. We also feel that it is of urgent necessity that we meet at your earliest convenience to discuss these matters.

SOURCES: Individual briefs by T.T.F. members
Provincial Government Estimates
Toronto Board of Education

Organizations and Groups BRIEF #46 from

THE ONTARIO EDUCATIONAL COMMUNICATIONS AUTHORITY

in separate folder.

Teachers' Federation of Carleton

A Brief

to the

Committee

on the

Cost of Education

in the

Elementary and Secondary Schools

of Ontario

from

The Teachers' Federation of Carleton

May, 1972.

"A principle which has dominated our thinking is that money and effort spent on education is money and effort well spent; an investment in human resources that will pay handsome dividends not only in terms of economics but in human happiness and well-being. It is an investment in which all young people of Ontario must have the opportunity to participate."[1]

The purpose and function of our educational system is to provide the best education possible for all children in Ontario. The financing of this public education is a very specialized field and it is not understood by the average Ontario resident. Many do not have the time or facility to delve into this complicated area but they can and have experienced the impact of the "ceilings" in their local areas.

The elementary expenditure figures have increased more per pupil than the secondary figures have during the past year. This is encouraging for the elementary pupils, but it still concerns us that the secondary figures remain almost twice that of the elementary. Historically this has always been a fact, but still we wonder why the secondary pupil is worth that much more to a Board of Education than his elementary brother or sister.

When we compare the opportunities available to pupils at the secondary and elementary levels, we are convinced that the pupils attending the elementary schools do not have equal educational opportunities. The elementary panel is forced to invest in lower

[1] Living and Learning. The Report of the Provincial Committee on Aims and Objectives of Education in the schools of Ontario.

qualified teachers, more pupils in each classroom, much less equipment and supplies, less teacher planning and evaluating time during the working day, less non-classroom teaching personnel, and less adequate facilities within the school itself.

Our concern as elementary teachers is not for a reduction of the secondary per pupil figure, but for rectification of the gross imbalance between the secondary and elementary per pupil figures. The K-13 concept cannot be functional if such a discrepancy remains.

It is essential that the best education possible be provided in the first years of a child's formal schooling. It is during this time that the teaching/learning pattern that remains with the individual is established.

The most fundamental subject in any elementary school is Language Arts and specifically - reading. These skills permeate all facets of a child's formal and informal education. An inadequate beginning, no matter what the reason, is permanently detrimental to the child, not only in the academic areas but also in the psychological and social aspects of his education. Remedial education is essentially directed towards inadequate readers. School discipline problems are essentially inadequate readers. School workers observe a high correlation between low achievement and discipline problems. The major concern of the Primary and Junior teachers is the excellence of their reading programme. All children need some individual assistance and direction but this becomes increasingly difficult as class size increases.

The first grade teacher with a class size approaching or

greater than thirty has a nearly impossible task. The children can't read; they can't sit still; many can't follow direction; they don't know what a number is; some cannot dress or undress themselves. They do not understand this new world of school. All they know is that they must come to us because their mothers say "It is time to go to school." Not only that - they must stay at the school for five hours each day.

We realize that the secondary students have different problems and deficiencies. However, we feel that they are able to cope with the large classes, the long day, and other common educational factors, far better than the six or seven year old who is just beginning his schooling. The little ones need help with everything. They need the best qualified teachers. They need the lowest teacher-pupil ratio. They need the best of educational materials and facilities.

We recognize and respect the responsibilities of the Department of Education to the many Boards of Education. It is indeed unfortunate that more of the individual differences of each board cannot be given consideration within the grant regulations. The "special characteristics" which directly affect a particular school board and its jurisdiction must be taken into consideration in the preparation of budget estimates. For example,

- Carleton is the only jurisdiction which has a significant growth projection for the next ten years.

- Carleton surrounds an established city, experiences similar cost factors, and yet cannot obtain the appropriate weighting factor.

- The federal government's Greenbelt imposes special planning and transportation problems.

- The concentration of population adjacent to Ottawa is negated by the sparsity of our rural communities. Each on its own would benefit the local Board of Education financially, but together their impact is negated.

The Carleton 1971-72 "ceiling" experience was one of "educational regression" in five general areas:

1. Students

2. Teachers

3. Programmes

4. Services, and

5. Plants

Because of the ceilings, the Carleton system could not support the then existing programme in the above mentioned areas. Schools were faced with definite programme and service withdrawals:

- the preamble to the Carleton Board's 1971 budget stated that 130 fewer teachers would be required for the 1971-72 school year.

- reduction in the number of remedial teachers and therefore a reduction of services to the pupils of the elementary school.

- reduction in the number of music teachers and therefore a reduction of service to the elementary pupils.

- reduction in the expenditure for text books, library books and supplies which in turn directly affects the pupil,.. and so on

Our projected 1972-73 experience may be termed "status quo". It is only through the sound planning and ingenuity of our trustees and administrators that we will not experience another regressive step. It is unfortunate that the one step forward is in the area

of preparing budget estimates, and not in the actual classroom situation.

Educators are encouraged to develop and initiate new programmes which reflect and attempt to meet the needs of the students. To do this, intelligence, time and finances are required. Many individuals are prepared to provide their talents and time but implementation is impossible without adequate finances. The restriction here affects many areas of the teaching community and one of the most important of these areas is morale.

It is indeed encouraging to learn that this special committee was struck, and that your terms of reference cover all aspects of public education at the secondary and elementary levels. Your consideration of the needs of the elementary pupils hopefully will correct the historic imbalance between the Elementary and Secondary School panels. We wish you to consider also the individual needs or special circumstances of the various Boards of Education, especially when they have no control over these circumstances.

The elementary school is the beginning upon which an individual's future rests. As such, it warrants prime consideration.

Teachers' Federation of Carleton

PRESENTATION OF THE TEACHERS' FEDERATION
OF CARLETON
TO THE OCTOBER 24, 1972, PUBLIC HEARING
AT OTTAWA, ONTARIO
OF
THE MINISTER OF EDUCATION'S GOVERNMENT
COMMITTEE ON THE COST OF EDUCATION IN
THE ELEMENTARY AND SECONDARY SCHOOLS OF
ONTARIO

Teachers' Federation of Carleton

MR. CHAIRMAN AND MEMBERS OF THE COMMITTEE:

Some months ago a brief was submitted to you on behalf of the eleven hundred members of the Teachers' Federation of Carleton, comprising the men and women elementary teachers and the elementary principals of the Carleton Board of Education.

In that brief the Teachers' Federation of Carleton recommended that the expenditure figures for elementary pupils be equal to the figures granted to secondary pupils. We also wished you to consider the individual needs or special circumstances of the various Boards of Education in Ontario. We would again ask you to give serious consideration to both of these recommendations.

At this time the Teachers' Federation of Carleton would like to make some further recommendations to the Committee.

1. That the Ministry of Education recognize that the cost of living index is higher in some areas of the province than in others. The Ministry should provide extra grants in high cost of living areas so that teachers will be able to attain salary increases equivalent to the general level of wage increases of the community in which they live. This is a problem which is particularly prevalent in the Regional Municipality of Ottawa-Carleton. Civil servants in this area, over the past five years, have received, on an average, salary increases of between five and seven per cent annually. Teachers in the Ottawa area have fallen far short of this for their annual salary increases. The cost of living index not only affects teachers' salaries but also the wages of all employees of the Boards of Education. The cost of supplies and services should also be taken into consideration in high cost areas.

2. That teachers' salaries be categorized partly as ordinary expenses and partly as extraordinary expenses for the budgetary purposes of the Boards of Education. This would give

a Board of Education the opportunity to use financial resources in both budgetary categories for teachers' salaries should it wish to do so. This would allow salary negotiations to proceed without the unfair threat of a higher pupil-teacher ratio being held over the head of the teachers. It would also allow a Board of Education to use both budgetary categories for a resource which is the most valuable to a Board - even more valuable than buildings and equipment - its professional staff.

3. That the provincial Government restore the right of a local community to spend monies according to its desire for quality education. The centralized budget control exercised by Toronto negates the role of local school boards. We feel the people of Ontario want their local elected representatives to have fiscal responsibility for school board operations.

4. That services delegated to schools by society, but which other agencies should provide, be recognized by both the agencies involved and the Ministry of Education. The agencies involved should be required to fund these services or, alternatively, the provincial Government should directly fund such services.

5. That the Ministry of Education recognize that school boards are developing special concepts in education and make appropriate financial grants to boards willing to undertake such projects. Many people and boards throughout the province have valuable contributions to make in education. Some examples of projects that the Ministry should recognize and fund are the development of Middle Schools, a Multiple Points of Entry system, Junior Kindergartens, Individualized Programming systems, Activity-Centred Learning Programmes and Music, Physical Education and Drama taught by specialist teachers.

6. That the Ministry of Education take into account the increasing level of professional qualifications of elementary teachers and provide for this and encourage it when dealing with educational financing in the province. There has been a sharp increase in the qualifications necessary to become a teacher and those who have been teaching for some time have invariably been upgrading their qualifications. The result has been that more and more elementary teachers have attained higher salary categories at an increased salary cost to the school boards. This should be taken into account by the Ministry so as to prevent an attitude developing on the part of school boards to hire those persons with lesser qualifications in an effort to save dollars.

The Teachers' Federation of Carleton also believes that the Ministry of Education should review the entire educational budgetary process. The separation of ordinary and extraordinary expenses should be thoroughly studied as the entire system is confusing and, in some cases, irrational. We feel that the taxpayer generally finds it impossible to understand the process of educational financing and, especially, how his tax for education is calculated and paid. This, surely, is not a desirable situation.

Mr. Chairman, members of the Committee, we sincerely hope that you will give serious consideration to the recommendations of the Teachers' Federation of Carleton.

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Mr. Chairman, members of the Committee, we sincerely hope that you will give serious consideration to the recommendations of the Teachers' Federation of Carleton.